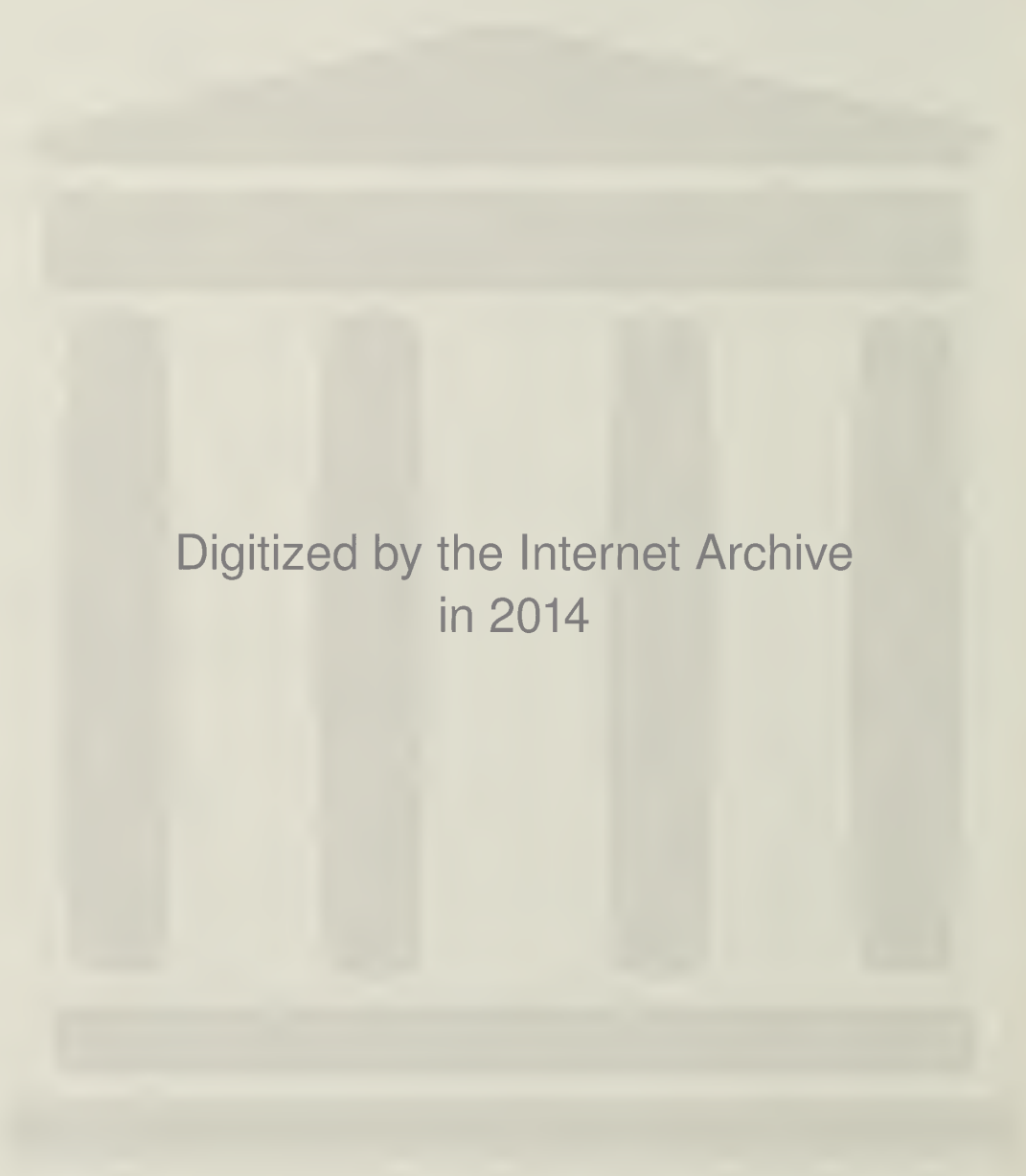


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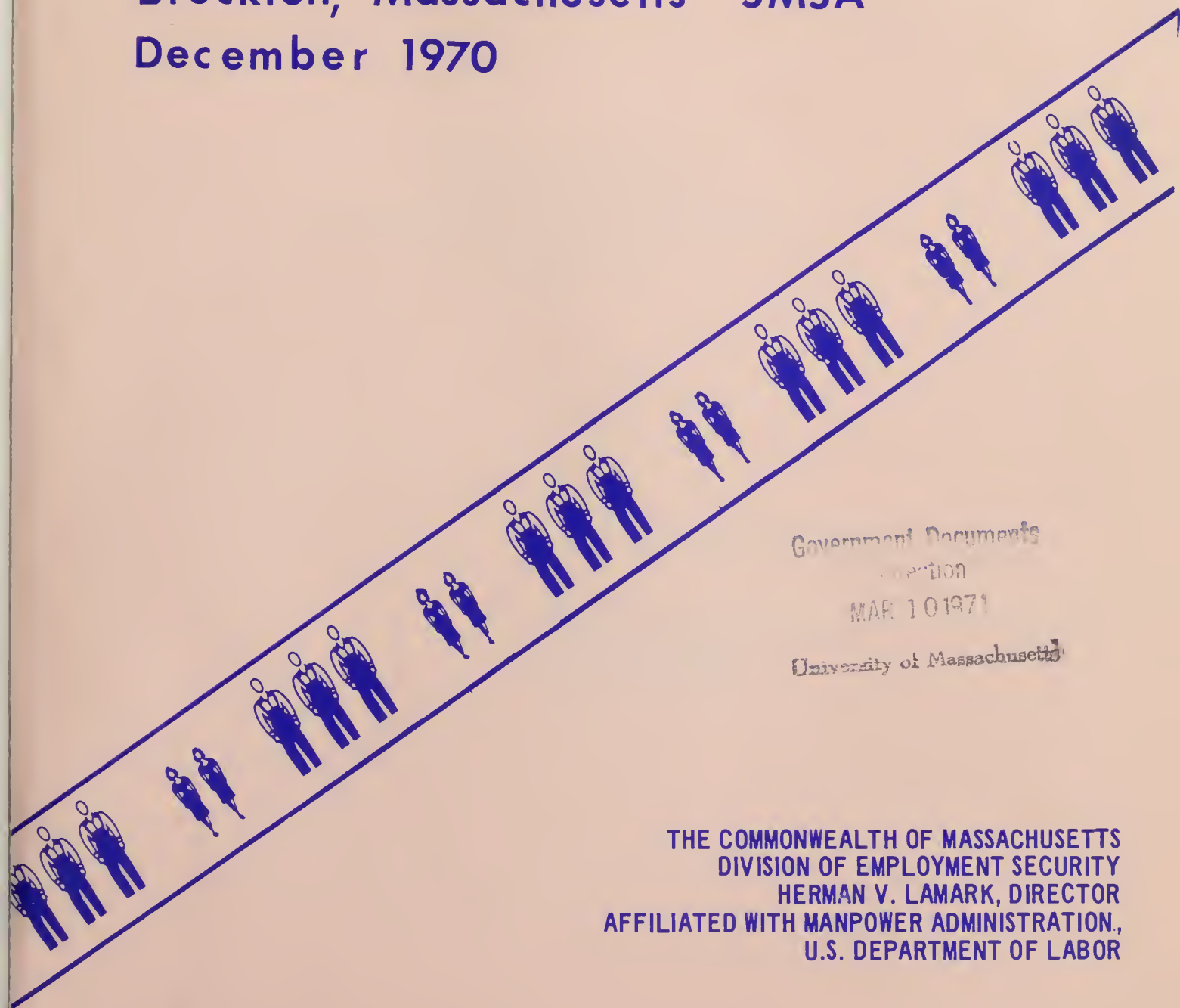
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ANNUAL MANPOWER PLANNING REPORT

Brockton, Massachusetts SMSA

December 1970



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THE COMMONWEALTH OF MASSACHUSETTS
DIVISION OF EMPLOYMENT SECURITY
HERMAN V. LAMARK, DIRECTOR
AFFILIATED WITH MANPOWER ADMINISTRATION,
U.S. DEPARTMENT OF LABOR

ANNUAL MANPOWER PLANNING REPORT

BROCKTON, MASSACHUSETTS

STANDARD METROPOLITAN STATISTICAL AREA

DECEMBER 1970

**Prepared by: Margaret Mahan
Sr. Labor Market Economist**

**Massachusetts Division of Employment Security
Charles F. Hurley Building
Government Center
Boston, Massachusetts 02114**

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1. Highlights and Conclusions

The Universe of Need for fiscal year 1972 in the Brockton SMSA is estimated to include 19,400 persons, of whom 4,800 will be disadvantaged. While 600 of this disadvantaged group will be unemployed, the majority will be classified as underutilized: employed part-time for economic reasons, employed full time but with family income at or below the poverty level, not in the labor force but should be. There will also be 1,400 other poor persons who do not meet the criteria of the disadvantaged.

Non-poor individuals requiring employment-related assistance will number 13,200 during fiscal year 1972 with 4,100 of these persons members of families with incomes at the near-poverty level. The 9,100 other non-poor workers will be persons who will be unemployed or underutilized at some time during the 12-month period.

Nonagricultural wage and salary employment in the Brockton SMSA increased by 800 workers over the year between November 1969 and November 1970, with a gain of 2,500 workers in nonmanufacturing employment more than enough to offset the loss of 1,700 workers in the economically-depressed manufacturing segment. Over the same 12-month period, unemployment increased sharply, from 2,600 (4.4 percent of the labor force) at mid-November 1969 to 4,300 (6.9 percent) at mid-November 1970. Cutbacks at local manufacturing industries, together with an increased volume of claims filed by residents who were displaced from firms located outside the SMSA, were the two major factors in this over-the-year rise.

The outlook for fiscal year 1972 indicates continued growth for non-manufacturing employment but a rather different picture for the factory segment. In this latter group of industries, further losses are expected in the waning leather-and leather products industry, while no real improvement is anticipated in other industries until the latter part of fiscal year 1972.

Unemployment is expected to remain at or above the 7.0 percent level during much of fiscal year 1972; however, some decline is hoped for during the last quarter when workers seasonally displaced during the winter months return to their regular work, and if the anticipated upturn in the national economy takes place.

Recently released preliminary U. S. Census figures for 1970 indicate an increase of 25.0 percent in the population of the SMSA from 1960 to 1970 -- 149,458 in 1960 to 186,389 in 1970. The city of Brockton, with a population increased of 20.1 percent over the decade, has been listed as the fastest growing city in New England. Additionally, every one of the nine towns in the SMSA have grown between 1960 and 1970, with gains ranging from 4.6 percent to 61.5 percent.

Greatest occupational demands during fiscal year 1972 will be in the expanding nonmanufacturing industries (particularly trade and service) where numbers of new and replacement needs will occur in the fields of nursing, clerical, sales, cooking and food-serving, as well as in less-skilled occupations such as stock handlers and laborers, supply. In the manufacturing sector, there will be continuing needs for all types of clerical workers, some demand for semi-skilled and skilled machine operators in the machine trades industry; also, experienced stitchers for both the shoe and garment industries will be required from time to time for both new and replacement needs.

There are three major barriers to employment of the disadvantaged:

- 1. Lack of an adequate public transportation system.**
- 2. An insufficient number of day-care facilities.**
- 3. Lack of knowledge of the English language.**

2. Description of Area

a. Definition of Area

The Brockton Standard Metropolitan Statistical Area is located in Southeastern Massachusetts. It is comprised of the city of Brockton, and the towns of Abington, Bridgewater, East Bridgewater, Hanson, West Bridgewater, and Whitman, in Plymouth County, town of Easton in Bristol County, and the towns of Avon and Stoughton in Norfolk County.

b. Economic Developments and Outlook

Nonagricultural wage and salary employment in the Brockton SMSA increased by 800 workers over the year between mid-November 1969 and mid-November 1970, with a strong rise of 2,500 workers in nonmanufacturing employment offsetting the loss of 1,700 workers in factory industries. The largest gain in nonfactory employment occurred in the wholesale and retail trade industry where 1,100 workers were added over the year to staff both new and expanding facilities. With the exception of finance, insurance, and real estate, every other nonfactory industry added from 200 to 400 workers over the 12-month period.

In the manufacturing segment, the greatest over-the-year losses were sustained by the defense-oriented ordnance and electrical machinery industries with more than 1,00 fewer workers at mid-November 1970 than at the same time a year ago. Scattered smaller losses also occurred in the primary and fabricated metals industries as well as in the nonelectrical machinery sector. Most of the 400-worker decline in nondurable goods industries took place in the leather-and-leather products segment, with 300 fewer workers in November 1970 than in November 1969. The major reason for this loss was the closing of one shoe factory, and the moving of another plant out of the area.

Unemployment rose sharply over the year, from 2,600 (4.4 percent of the civilian work force) at mid-November 1969 to 4,300 (6.9 percent) at mid-November 1970. This increase began in February 1970 when the rate reached 6.2 percent -- it has remained at or above 6.0 percent each month since then. The Brockton SMSA was declared an area of substantial unemployment as of July 1, 1970. The decline in employment at local manufacturing industries, together with a large volume of claims filed by residents who had been displaced by firms located outside the SMSA, were the major factors in this over-the year rise.

The outlook for fiscal year 1972 suggest continued growth for all phases of nonmanufacturing employment but a rather mixed situation for the manufacturing segment. In this latter group of industries, recent information that two more shoe manufacturers plan to move out of the area over the next two months, as well as an unsubstantiated rumor of the possibly closing of a third firm, indicates a further decline in the already sagging leather-and-leather products industry, with no prospects of improvement seen for the coming fiscal year. Some slight increase is looked for in other soft-goods industries, with the possible exception of the apparel sector. Durable-goods employment is expected to remain at about the same level over the next few months with some upturn hoped for in the second quarter of fiscal 1972 when a new electrical machinery plant should be in operation while other firms in this industry may secure non-defense-related contracts.

Unemployment is expected to remain well above the 6.0 percent level during the first nine months of fiscal year 1972 but some decline is anticipated in the last quarter when workers seasonally displaced during the winter months resume their regular work and there is a lessening in the number of claims filed by workers who are employed by firms outside the SMSA.

c. Population and Labor Force Characteristics and Trends

The 1960 U. S. Census listed a total population count for the Brockton SMSA of 149,458, with 73,391 males and 76,067 females -- less than two percent (2058) of the total population were nonwhite. In 1965, the State Census reported a population of 172,185 for the SMSA, an increase of 15.2 percent over the 1960 figure -- over this same period, nonwhites increased from 2,058 to 2,583 (25.5 percent).

While different methods of enumeration are used in the state and federal census (the state counting only those who claim a permanent domicile in the area and the federal including all persons residing in the area on the census day) the stated increase appears reasonably accurate in view of the recently-released preliminary U. S. Census figures for 1970 which indicate a rise of 25.0 percent for the SMSA from 1960 to 1970- 149,458 in 1960 to 186,839 in 1970. The city of Brockton, with a 10-year increase of 20.1 percent, has been listed as the fastest-growing city in New England where many other cities showed a loss of people in the last decade or had only minor gains. In addition to Brockton, every one of the nine towns in the SMSA have grown during the past ten years, with gains ranging from 4.6 percent in Whitman to 61.5 percent in Hanson.

Over the same ten-year period, State population increased by 9.4 percent, while the United States as a whole gained 11.7 percent. The average civilian work force for 1970 (11 month average) for the Brockton SMSA was 60,800, with 56,800 employed and 4,000 unemployed. No figures from the 1970 census are available as yet as to the numbers of nonwhite and other minority group members currently residing in the area but it is estimated that the nonwhite count will be more than double the 1960 figure or approximately 4,500. The next largest minority group count is expected to be that of Spanish-speaking residents, most of whom have migrated from Puerto Rico over the past few years.

3. Employment Developments and Outlook by Industry

Nonagricultural wage and salary employment in the Brockton SMSA has increased steadily over the past ten years, from 39,000 in 1960 to 50,200 in 1970, a total gain of 11,200 jobs. (1970 figures are based on an 11-month average). Most of this rise occurred in the nonmanufacturing sector where 10,500 jobs were added over the decade. In the manufacturing industries, employment in the durable goods segment increased by 1,300 while nondurable goods employment declined by 700 jobs. Most of the loss in this latter group of industries was centered in the sagging leather-and-leather products industry where the 1970 average of 4,600 workers was down by 1,500 from the 1960 figure. Moderate gains over the decade in the food processing, printing and apparel industries helped to reduce the over-all decline in the soft-goods sector.

The largest increase over the ten year period in the durable goods sector was in the instruments industry. Smaller increases also occurred in primary and fabricated metals, nonelectrical machinery and electrical machinery. Nonmanufacturing employment has grown steadily from year to year throughout the decade with the greatest rise (+3,600) in the wholesale and retail trade segment, followed closely by the services industry where 3,300 jobs have been added between 1960 and 1970.

The economic slowdown which began in late 1969 is clearly reflected in the over-the-year average loss of 1,100 jobs in the manufacturing sector. The defense-oriented ordnance and electrical machinery industries underwent the greatest decline in the durable-goods segment while the largest portion of the loss in the nondurable-goods industries occurred in the waning leather-and-leather products industry where the 1970 average of 4,600 workers was down 400 from the previous year and also the lowest level reached over the past 10-years. Conversely, nearly every industry in the nonmanufacturing sector moved ahead over the year, with a total average rise of 1,700 workers.

The outlook for fiscal year 1972 indicates continued growth in all phases of the nonmanufacturing industries, with particular emphasis on the trade and service segments. The largest increase will be in the wholesale and retail trade industry where hundreds of additional workers will be needed to staff new facilities now either under construction or in the planning stage. The most sizable project will be a \$10 million shopping center to be constructed on one-half of the 65 acre Brockton Fair Grounds with more than 20 stores planned for this ultra-modern shopping mall. Wholesale trade will also expand with the opening of two new facilities in Brockton; one (already completely built) will open in early 1971, and the other scheduled for construction in the near future. The first building is a warehouse to be occupied as a distribution center by Foxmoor Casuals, a national chain of women's specialty shops -- about 150 workers will be employed. The second facility will be built as a distribution center for the Boston Baby Carriage Division of Mammoth Mart, with more than 75 workers to be employed when it is in full operation. The service industry, whose major growth throughout fiscal 1972 will be at hospitals and other medical facilities, will also get a temporary boost in the first month of the fiscal year when the Brockton Fair, ordinarily operated for one or two weeks only, is run for a full 30-day period, furnishing hundreds of workers with temporary employment.

Employment in the manufacturing sector will decline during the first half of fiscal year 1972 with most of the loss sustained by the already-sagging leather-and-leather products industry where two major employers recently announced the removal of their shoe making operations from the area over the next few weeks. Estimates have been made that this action will cause the permanent loss of between 600 and 700 jobs. The apparel industry, where several small firms have closed in recent months, may also sustain further losses in the coming fiscal year. Other manufacturing industries are expected to remain at current levels during the first six months of fiscal year 1972 with moderate increases looked for in the durable goods sector during the last six months if the upturn predicted for the national economy takes place.

BROCKTON, MASSACHUSETTS SMSA
ANNUAL WORK FORCE SUMMARY
1960 - 1970
(in 000's)

Item	Annual Averages										1970*
	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	
Civilian Work Force	49.4	51.0	51.7	52.5	53.6	55.4	57.5	58.3	57.8	58.6	60.8
Unemployment	3.5	3.7	3.7	4.0	3.6	3.1	2.6	2.7	2.4	2.5	4.0
Percent of Work Force	7.1	7.3	7.2	7.6	6.7	5.6	4.5	4.6	4.2	4.4	6.6
Total - Employment	45.9	47.3	48.0	48.3	50.0	52.3	54.9	55.6	55.4	56.1	56.8
Nonagricultural Total 1/	39.0	40.1	41.0	41.4	43.0	45.3	47.8	48.7	48.7	49.5	50.2
Manufacturing - Total	15.3	15.7	15.8	15.2	16.1	16.8	18.1	18.1	17.2	17.0	15.9
Durable Goods	4.2	4.5	4.9	4.6	4.7	5.0	5.7	5.9	5.7	6.1	5.5
Nondurable Goods	11.1	11.2	10.9	10.6	11.4	11.8	12.4	12.2	11.5	10.9	10.4
Leather & Leather Prods.	6.1	6.1	6.0	5.6	5.7	5.8	5.9	5.7	5.4	5.0	4.6
Other Nondurable Goods	5.0	5.1	4.9	5.0	5.7	6.0	6.5	6.5	6.1	5.9	5.8
Nonmanufacturing - Total	23.7	24.4	25.2	26.2	26.9	28.5	29.7	30.6	31.5	32.5	34.2
Contract Construction	1.7	1.8	1.9	1.8	1.9	2.0	2.1	1.8	1.9	1.9	2.1
Trans., Comm., & Utilities	2.5	2.6	2.6	2.6	2.7	2.9	2.9	3.0	3.1	3.2	3.6
Trade (Wholesale & Retail)	9.2	9.5	9.8	10.0	10.0	10.7	11.2	11.5	11.9	12.2	12.8
Fin., Ins., Real Estate	1.0	1.0	1.1	1.3	1.3	1.4	1.3	1.4	1.3	1.4	1.4
Services, Misc., Mining	3.3	3.4	3.6	4.3	4.7	4.9	5.3	5.8	5.8	6.2	6.6
Government - Total	6.0	6.1	6.2	6.2	6.3	6.6	6.9	7.1	7.5	7.6	7.7
All Other Nonagricultural	5.8	6.1	5.9	5.8	5.9	5.8	5.9	5.8	5.6	5.5	5.5
Agriculture	1.1	1.1	1.1	1.1	1.1	1.2	1.2	1.1	1.1	1.1	1.1

1/ Source: Current Employment Series of U. S. Department of Labor, Bureau of Labor Statistics
Massachusetts Department of Labor and Industries as adjusted to Employment and Wage data
of Massachusetts Division of Employment Security.

* 11-Month Average

4. Employment Developments and Outlook by Occupation

At the end of November 1970, there were 147 unfilled job openings on hand at the Brockton D.E.S. office. The largest number of orders (37 percent) were in the clerical and sales field, the same pattern that has existed over the past six months. Secretaries, bookkeepers, and key punch operators are listed by the office as shortage occupations. While there are many qualified applicants registered at the office, clerical openings are difficult to fill because of low pay rates, which are consistently lower in this area than in the adjoining Boston area.

Applicants in surplus supply were listed as engineers, production managers, accountants, and elementary and secondary teachers. Many of these workers (except teachers) had been displaced by firms located outside the SMSA and there is little, if any, demand for their services during the present economic slowdown.

The constantly growing nonmanufacturing sector will have the greatest occupational needs during fiscal year 1972. Registered and licensed practical nurses, nurse aids, cooks, food-serving personnel, clerical workers, salespeople, and stock handlers will be required to staff new and expanding facilities. In the manufacturing industries, there will be some demand for semi-skilled workers in the electrical machinery field when Automatic Radio's new plant is opened. Since this facility is located in downtown Brockton, it is expected that job opportunities will be available to some of the disadvantaged who live in that area. Despite the decline of the leather-and-leather products industry, experienced shoe stitchers and other skilled workers will be in demand for new and replacement needs from time to time. This same situation also applies in the apparel industry, where stitchers in particular are frequently in short supply.

5. Recent Trends in Unemployment

A sharp increase in unemployment occurred in the Brockton SMSA from 1969 to 1970. Average unemployment in 1970 was 4,000, or 6.6 percent of the labor force, compared with 2,500 (4.4 percent) in 1969. This upward trend began in February 1970, when the rate exceeded 6.0 percent for the first time since mid-1965; it has been continuously at or above the 6.0 percent level during the ensuing months of 1970, reaching 6.9 percent at mid-November. There were two major factors that contributed to the rise in unemployment: cutbacks at local manufacturing plants, particularly in the ordnance, electrical machinery, and leather-and-leather products industries, together with a greatly increased volume of claims filed by local residents who were displaced by firms located outside the SMSA.

Unemployment is expected to be at or near the 7.0 percent level in the early months of fiscal year 1972 with a higher rate during the winter months when seasonally-displaced workers customarily swell the volume of claims. In the last quarter of fiscal year 1972, some improvement should occur as workers idled during the winter months (contract construction workers in particular) resume their regular work, and if there is an upturn in the national economy.

6. Universe of Need for Manpower Services

The Universe of Need for fiscal year 1972 indicates that 19,400 individuals in the Brockton SMSA may require employment-related assistance at some time during the year. This estimate is considerably higher (+2900) than for the preceding year mainly because of the higher average unemployment for the base year.

Of the total number requiring assistance, 4,800 will be classified as disadvantaged, a term which refers to poor persons (or members of poor families) who do not have suitable employment, and who are at least one of the following: a school dropout, a member of a minority group, under 22 years of age, 45 year of age or older, or handicapped. There will be 1400 other poor individuals requiring assistance who do not meet the criteria of the disadvantaged.

In the non-poor category, there will be 4,100 persons who are at the near-poverty level, which includes individuals requiring employment assistance who are members of families whose income is not more than one-third above the poverty level. It is estimated that 9,100 nonpoor individuals, who are members of families with incomes above the near-poverty level, may require employment-related assistance sometime during the fiscal year because they are either unemployed or underutilized.

7. Characteristics of the Disadvantaged

Only 600 of the 4,800 persons listed in the Universe of Need as disadvantaged are totally unemployed, while the majority (4,200) are underutilized. In this latter group, 3,500 individuals are employed full-time but with family income at or below the poverty level (estimated to be 3,600 for a family of four), 300 employed part-time for economic reasons, and 400 not in the labor force but should be.

A recent sample survey of active employment applications on file at the local DES office indicated that among 152 disadvantaged applicants slightly less than 10 percent (15) were nonwhite, a similar number were handicapped; there were 87 males and 65 females, 63 of the total number were under 22 years of age and 35 applicants were 45 years or older. Sixty-two applicants (41 percent) had not completed high school.

The 1960 Census indicated a total count of less than 2.0 percent nonwhites in the Brockton SMSA. Various informal estimates over the past decade have given rise to speculation that the 1970 Census may list an increase in the nonwhite population of at least 100 percent over the 10-year period. The Spanish-speaking population, mainly Puerto Ricans, has increased noticeably over the past few years. A recent local church survey indicated that at least 1,000 of these individuals have come into the area in the past year. Several pre-vocational training courses have been arranged to assist members of the Spanish-speaking community who are seeking work, to overcome the handicap of lack of knowledge of the English language, low educational levels, and a general lack of skills needed to meet employer requirements.

As of November 1970, there were 2,462 adult members of families receiving cash welfare payments for AFDC of general relief. Of the 2046 receiving AFDC aid, it is estimated that at least 400 recipients will be eligible during fiscal year 1972 for referral to the local DES office under the Work Incentive Program (WIN) which provides work orientation and training, where needed, as well as direct referral to jobs. Employment-related assistance will also be furnished to about 100 of the General Relief recipients during the coming fiscal year.

Table 1

Universe of Need for Manpower Services
Fiscal Year 19 72

Brockton, Massachusetts SMSABase Period Used Fiscal Year 1970

	Number of Individuals	
	Base Period FY 1970	Planning Assumptions for FY 1972
	I	II
1. Total Universe of Need for Manpower Services (Number of different individuals in year)	19,373	19,400
a. Poor	6,158	6,200
(1) Disadvantaged	4,817	4,800
(2) Other Poor	1,341	1,400
b. Nonpoor	13,215	13,200
(1) Near-Poverty	4,100	4,100
(2) All other Nonpoor	9,115	9,100
2. Unemployed and Underutilized Disadvantaged, Total	4,817	4,800
a. Unemployed	600	600
b. Underutilized	4,217	4,200
(1) Employed part-time for economic reasons	313	300
(2) Employed full-time but with family income at or below poverty level	3,479	3,500
(3) Not in labor force but should be	425	400

In the early months of 1970, a most insignificant number of newly-discharged veterans required employment-related assistance -- a few of these individuals were classified as disadvantaged. When the economic decline continued into fiscal year 1971, claims filed by these veterans increased from month-to-month -- UCX claims for total unemployment were 136 in December 1970 compared with 41 a year ago. With the winding-down of Vietnam activities (as predicted at the national level) it appears that there will be at least 200 newly-discharged veterans who will require employment-related assistance in fiscal year 1972 -- approximately one-half of this number will be disadvantaged.

During fiscal year 1972, it is anticipated that there will be at least 500 person who will leave school before completing their high school education. While some of these individuals will leave to accept employment (mostly minimal pay jobs), the majority of dropouts will seek employment-related assistance at some time during the fiscal year.

8. Characteristics of Individuals Other than the Disadvantaged in the Universe of Need for Manpower Services

There will be 1,400 individuals who are poor but not disadvantaged who will require employment-related assistance during fiscal year 1972, as well as 13,200 non-poor persons who will be either unemployed or underemployed at some time during the year. In the summer months, many youths, both male and female, between the ages of 16 and 22, will be seeking temporary employment during school vacation periods, while other youths, either graduates or dropouts, will need employment assistance in finding regular work. Numbers of older workers, both male and female, will be displaced over the next few months from declining or closing shoe manufacturing firms in the area. While a portion of these workers (particularly the more highly skilled) will find employment with other leather firms still actively operating, many of this group will need assistance in securing new work. During the winter months, from December through March, when cold and stormy weather brings a slowdown to outside activities, large numbers of male construction workers, landscape gardeners, and nursery workers will be seeking assistance in locating temporary or part-time work until their regular employment resumes in the spring. Professional, technical, and managerial workers who have been displaced from defense-oriented industries, both within and outside the SMSA, will also require assistance from time to time, at least during the first few months of fiscal year 1972 or for as long as the economic downturn continues.

9. Barriers to Employment of the Disadvantaged

One of the major long standing, barriers to employment of the disadvantaged, is the lack of adequate public transportation. Since the classification of "disadvantaged" implies an income at or below the poverty level, very few of these individuals can afford private transportation and accordingly must depend on securing work either within the limits of local bus service or within walking distance from their homes.

An insufficient number of day-care centers also continues to be a problem for parents who are AFDC recipients. Some help for this barrier came within the past year when a center servicing approximately 60 pre-school age children was opened under the Auspices of the State Department of Public Welfare and Self-Help, Inc., the local Community Action agency. Almost daily, there are ads in the classified section of the local newspaper offering care in private homes for the children of working mothers. Unfortunately, the cost of such private care would undoubtedly be beyond the means of disadvantaged individuals.

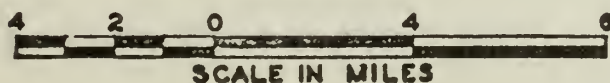
Still another barrier to employment among the disadvantaged is a lack of knowledge of the English language -- this is a particular handicap to the increasing numbers of Spanish-speaking persons who have migrated to this area over the past several years. Community agencies have been seeking solutions to the problem; also, a limited number of these individuals will be offered pre-vocational training under a recently-approved MDTA institutional training program.

A P P E N D I X



THE COMMONWEALTH OF MASSACHUSETTS
DEPARTMENT OF COMMERCE
DIVISION OF PLANNING

BROCKTON METROPOLITAN AREA
AS DEFINED BY U.S. CENSUS 1960



Plan of Service Manpower Data Summary

Base Period Used FY 1970For Fiscal Year 1972

Item	Number of Individuals			
	SMSA Total			
1. Total Civilian Population (as of <u>1970</u>) ^{1/}	187,289			
a. Age Distribution:				
16 through 21 years	13,826			
22 through 44 years	54,743			
45 years and over	57,546			
b. Members of Minority--Total	2,615			
16 years and over	1,802			
2. Total Civilian Work Force				
(12 month average for year <u>FY 1970</u>)	59,800			
a. Employed, Total (12 month average)	56,600			
(1) Nonfarm Wage and Salary Workers	50,000			
b. Unemployed (12 month average)	3,200			
(1) Unemployment Rate	5.4			
3. Universe of Need for Manpower Services				
for Fiscal Year Ending 19 <u>72</u> (From Table 1)				
(Number of different individuals in year)	19,400			
a. Poor	6,200			
(1) Disadvantaged	4,800			
(2) Other Poor	1,400			
b. Non-Poor	13,200			
(1) Near-poverty	4,100			
(2) All other Nonpoor	9,100			
4. Unemployed & Underutilized Disadvantaged:				
by Category				
(12 month average) from Table 1	4,800			
a. Unemployed	600			
b. Underutilized	4,200			
(1) Employed part-time for economic reasons	300			
(2) Employed full-time, but with family income at or below poverty level	3,500			
(3) Not in labor force but should be	400			
5. Welfare Recipients	500			
6. Estimated School Dropouts (Forecast period)	500			
7. Estimated Number of Veterans Needing Manpower Services (Forecast period)	200			

^{1/} Preliminary U.S. Census Data

Appendix Table II
Population Trends 1960-1970
Brockton, Massachusetts SMSA

	U.S. Census 1970 Prel. Estimate	U.S. Census 1960	Percent Increase 1960-1970
Brockton SMSA Total	187,289	149,458	25.3
Abington	12,832	10,607	21.0
Avon	5,387	4,301	25.2
Bridgewater	12,585	10,276	22.5
Brockton	87,444	72,813	20.1
East Bridgewater	8,311	6,139	35.4
Easton	12,249	9,078	34.9
Hanson	7,056	4,370	61.5
Stoughton	23,368	16,328	43.1
West Bridgewater	7,089	5,061	40.1
Whitman	10,968	10,485	4.6
State Population	5,630,224	5,148,578	9.4
U.S. Population	200,263,721	179,323,175	11.7

Appendix Table III
 Brockton, Massachusetts SMSA
 Population Breakdown According to Race, Age Group
 Sex, and Ethnic Distribution

	U.S. Census 1960	State Census 1965	Percent Increase 1960-1965	U.S. Census Population Estimate 1970	Percent Increase 1965-1970
Total Population	149,458	172,165	15.2	186,839	8.5
Race					
White	147,400	169,602	15.1	xx	xx
Nonwhite	2,058	2,583	25.5	xx	xx
Age Group					
Under 5	17,828	20,163	13.1	xx	xx
5-14	28,521	33,848	18.7	xx	xx
15-19	10,418	14,923	43.2	xx	xx
20-64	76,413	85,895	12.4	xx	xx
65 and over	16,278	17,356	6.6	xx	xx
Sex					
Male	73,391	xx	xx	xx	xx
Female	76,067	xx	xx	xx	xx
Ethnic Distribution					
Total Foreign Stock	50,402	xx	xx	xx	xx
Partial Breakdown					
Canada	12,171	xx	xx	xx	xx
Italy	7,456	xx	xx	xx	xx
Ireland	5,966	xx	xx	xx	xx
United Kingdom	4,787	xx	xx	xx	xx
Sweden	3,851	xx	xx	xx	xx
Poland	2,289	xx	xx	xx	xx
Portugal	2,283	xx	xx	xx	xx
U.S.S.R.	2,109	xx	xx	xx	xx

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ANNUAL MANPOWER PLANNING REPORT

Brockton, Massachusetts SMSA

January 1972



THE COMMONWEALTH OF MASSACHUSETTS
DIVISION OF EMPLOYMENT SECURITY
HERMAN V. LAMARK, DIRECTOR
AFFILIATED WITH MANPOWER ADMINISTRATION,
U.S. DEPARTMENT OF LABOR

ANNUAL MANPOWER PLANNING REPORT

BROCKTON, MASSACHUSETTS
STANDARD METROPOLITAN STATISTICAL AREA
JANUARY 1972

Prepared by: Gerald Fahey
Sr. Labor Market Economist

Massachusetts Division of Employment Security
Charles F. Hurley Building
Government Center
Boston, Massachusetts 02114

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1. Highlights and Conclusions

Population in the Brockton SMSA has continued to grow tremendously. The population has grown from 119,728 in 1950 to 189,820 in 1970 and the city of Brockton has the distinction of being New England's fastest growing city with a rise of 22.3 percent between 1960 and 1970. Present estimates are that the city population has spiraled above the 90,000 mark. In addition, it is Massachusetts's tenth largest city and the 151st largest metropolitan area in the United States.

Nonagricultural wage and salary employment increased by 12,000 between 1961 and 1971 with all of the increase coming in the nonfactory sector. The leather and leather products industry was totally responsible for the decline of 600 workers in manufacturing. Durable and other non-durable goods showed 10-year increases although at present remain fairly stable or show slight declines.

The outlook for fiscal 1973 indicates continued growth for nonmanufacturing (+12,600 in a decade) and little change in manufacturing which has lost 600 jobs from 1961 to 1971.

At present there are over 5,500 active employment applications on file at the Brockton DES office and 267 unfilled job openings. Although there is a surplus of applicants in almost every category, many of the jobs go unfilled due to such factors as low pay rates and/or high experience requirements.

The unemployment rate will remain somewhere between a 7.0 and an 8.0 percent figure throughout the fiscal year 1973. The reason for this is simply that there is little immediate hope of any new breath being pumped into the area's manufacturing firms and consequently further declines may result.

The universe of need for fiscal 1973 is estimated to include 27,100 people. Some 5,500 will be classified as disadvantaged and approximately 14,500 nonpoor individuals will require employment-related assistance at some time during the year. There will also be 7,100 poor people, that is, individuals who earn less than \$1,900 annually.

The three major barriers to employment continue to be:

- (a) the inadequate transportation facilities available,
- (b) the lack of knowledge of the English language, and
- (c) an insufficient number of day-care facilities.

2. Description of Area

a. Definition of Area

The Brockton Standard Metropolitan Statistical Area is located in Southeastern Massachusetts. It is comprised of the city of Brockton, and the towns of Abington, Bridgewater, East Bridgewater, Hanson, West Bridgewater, and Whitman, in Plymouth County, the town of Easton in Bristol County, and the towns of Avon and Stoughton in Norfolk County.

b. Economic Developments and Outlook

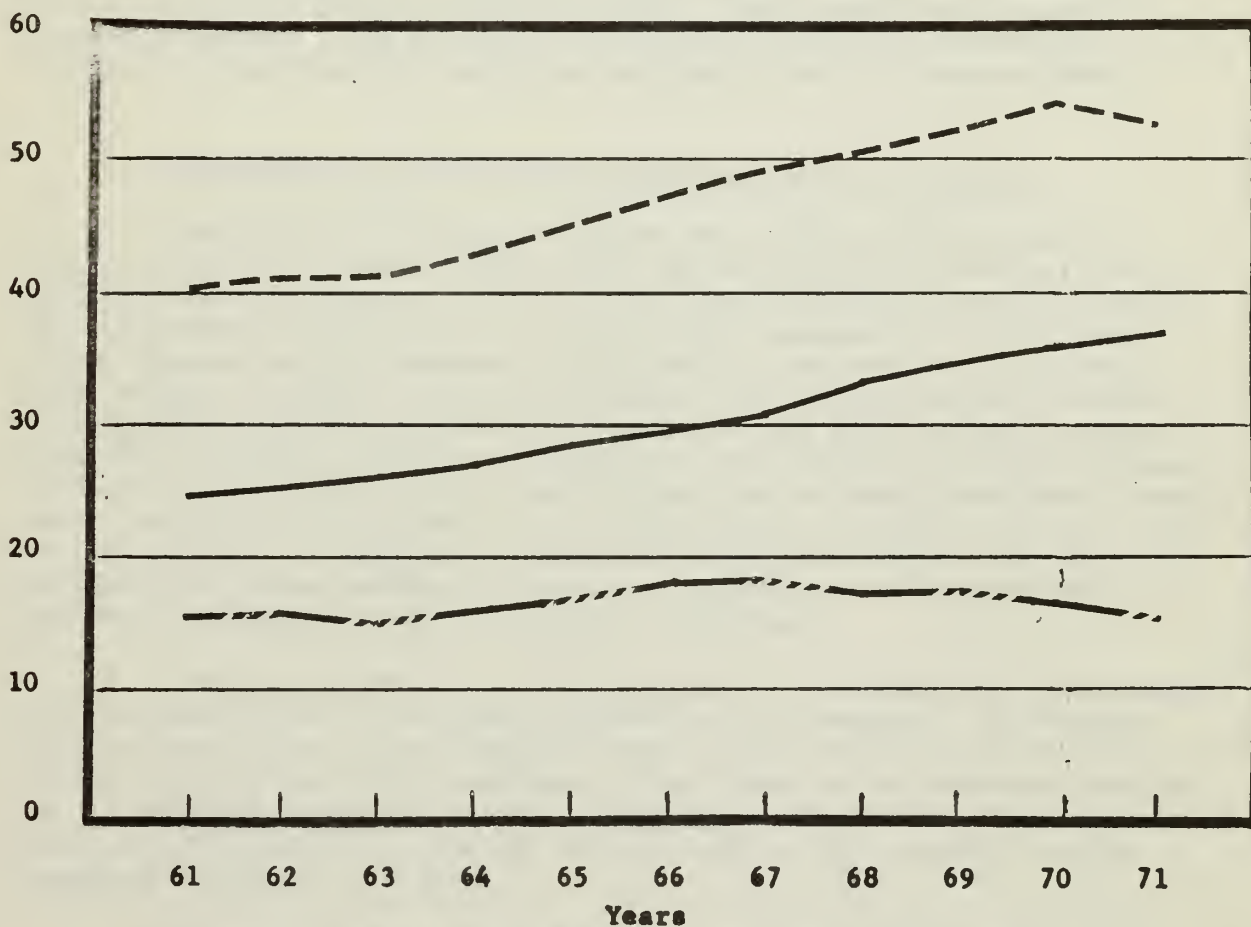
Nonagricultural wage and salary employment in the Brockton SMSA decreased by 1,500 workers over the year between mid-December 1970 and mid-December 1971 as both factory (-1,400) and nonfactory (-100) employment showed yearly dips in employment. Once again the yearly comparisons show that the manufacturing industries are accountable for most of the loss. Narrowing it down to specifics, the loss in the leather and leather products industry (-1,200) is responsible for 80 percent of the decline. The loss among the manufacturing industries is not so surprising due to the shoe firm closings that have taken place throughout the SMSA. What is surprising is the loss in nonmanufacturing (-100) which marks the first time since the Brockton SMSA was established that such an over-the-year loss was sustained and further emphasizes the poor economic conditions that exist in the SMSA.

What must be remembered in stating that nonmanufacturing employment declined by 100 workers is the fact that this drop in employment took place only when comparing December 1970 with December 1971. A comparison of the yearly averages of 1970 and 1971 shows that nonmanufacturing employment rose by 1,000 workers in 1971 with the largest increases in government (+600), service (+300), and trade (+200). This increase of 1,000 was completely offset by the loss of 1,700 workers in manufacturing employment. This trend will continue in the Brockton SMSA.

Once again, unemployment rose over the year, from 4,900 (7.5 percent of the civilian work force) at mid-December 1970 to 5,300 (8.3 percent) at mid-December 1971. The high unemployment rate is indicative of the poor economic conditions that have existed and still exist in the SMSA. In fact the rate soared over the 8.0 percent mark for 10 months during 1971. The Brockton SMSA was declared an area of substantial unemployment as of July 1, 1970 and has continued thusly as local manufacturing firms continue to lay off or close down operations and nonmanufacturing expands but not in the amount necessary to absorb the displaced workers.

**Average Nonagricultural Employment, Manufacturing and Nonmanufacturing
Brockton SMSA
1961-1971**

Thousands



- - - - - Nonagricultural
 _____ Nonmanufacturing
 - . - . - Manufacturing

The outlook for fiscal year 1973 is one of continued growth for nonmanufacturing employment and little change in manufacturing employment. The change that takes place in manufacturing will be insignificant when compared with the past two years when plant shutdowns and layoffs seemed to be an everyday occurrence. Durable goods employment will remain fairly stable throughout the next fiscal year. Whatever increase there is will probably occur in the soft goods industries with the exception of the shoe industry. Most of this increase is expected to be minimal, mainly due to the expansion of one firm in the apparel industry.

Unemployment is expected to once again remain well above the 6.0 percent level during fiscal year 1973. More than likely it will fluctuate between 7 and 8 percent for most of the year with the road to economic recovery being a very slow one indeed for the Brockton SMSA.

c. Population and Labor Force Characteristics and Trends

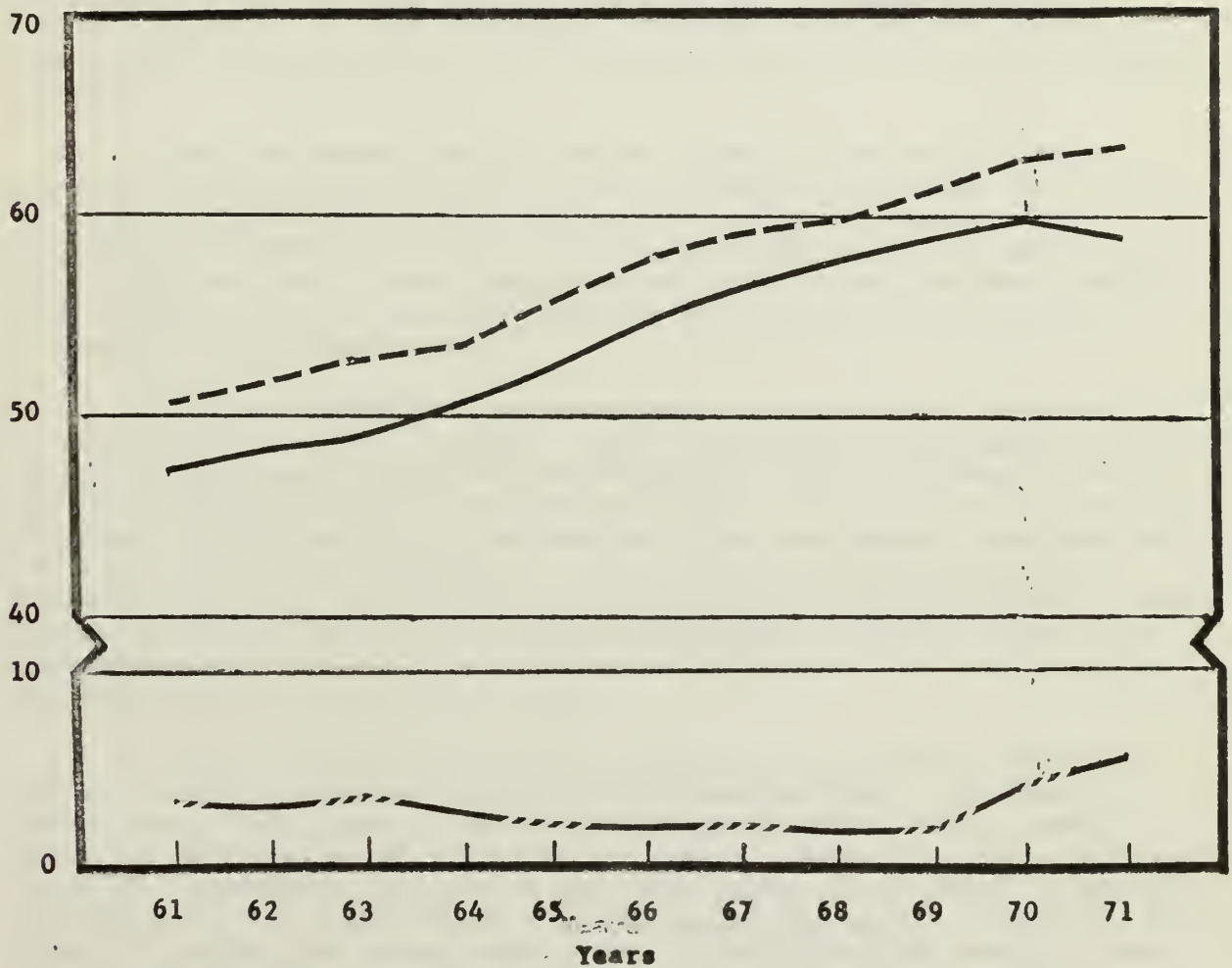
The 1970 U. S. Census reported the total population of the Brockton SMSA to be 189,820 with 92,287 males and 97,533 females -- with slightly over two percent (3,956) of the total population being nonwhite. This represents a 27.0 percent increase when compared with the 1960 U.S. Census figures and an increase of 10.3 percent compared with the 1965 State census. Nonwhite population figures for the same periods indicate a 25.5 percent increase between 1960 and 1965 and 53.2 percent increase from 1965 to 1970. The city of Brockton, which showed a 10-year increase of 22.3 percent is the leading New England city in total population growth and is now the tenth largest city in Massachusetts, whereas ten years ago it was twelfth. In addition to Brockton, every one of the nine towns in the SMSA have shown substantial gains in population that range from 15.1 percent in Bridgewater to 63.6 percent in Whitman.

The past decade has shown population in Massachusetts increasing by 10.5 percent and in the United States by 13.3 percent. The average civilian work force in the Brockton SMSA for the year 1971 was 64,200, with 58,700 employed and 5,500 unemployed. The trend in the Brockton SMSA is for a continued population growth as migration from surrounding communities flows unabated into the area and settles into one of the many housing complexes arising in the area.

To emphasize the above, Brockton had the largest expenditure (\$6,879,506) planned for new dwellings, (not including housing projects) for the month of October 1971 of any city or town in Massachusetts. It also had the greatest number (647) of total family accommodations planned in any municipality in Massachusetts.

**Average Labor Force, Employment and Unemployment
Brockton SMSA
1961-1971**

Thousands



- - - - - Labor Force
 ———— Employment
 // // // Unemployment

3. Employment Developments and Outlook by Industry

Nonagricultural wage and salary employment in the Brockton SMSA increased steadily over the past ten years, from 40,100 in 1961 to 52,100 in 1971, a total gain of 12,000 jobs. All of the rise took place in the nonmanufacturing sector where 12,600 jobs were added. On the other hand, the manufacturing industries showed a ten-year decline of 600 jobs. This loss can only be attributed to the drastic decline of 2,400 jobs in the leather and leather products industry. A moderate gain of 500 jobs in durable goods and the rise of 1,300 jobs in other nondurable goods industries such as in food processing, printing, and apparel helped to lessen the severity of the loss in the manufacturing sector over the past decade.

The instruments industry of the durable goods sector had the greatest increase over the past ten years. Smaller increases also occurred in fabricated metals, nonelectrical machinery and electrical machinery. Nonmanufacturing which has burst forth as the one saving grace in an otherwise poor economy has increased steadily over the past decade with service (+4,200), trade (+3,600) and government (+2,800) showing tremendous gains in employment.

Average nonagricultural wage and salary employment decreased by some 700 workers over the year from 1970 to 1971. A decrease of 1,700 in the manufacturing sector was more than sufficient to counteract the gain of 1,000 workers in the nonfactory sector. Although both sectors of the manufacturing industries suffered over-the-year losses, the brunt of the loss (-1,000) was sustained by one industry, leather and leather products. Although employment in the shoe industry has stabilized to some degree during the latter part of 1971, the factory closings in the early part of the year dealt a crushing blow to the industry and one from which the industry will never fully recover.

The outlook for fiscal year 1973 indicates moderate growth in nonfarm wage and salary employment in the Brockton SMSA. The expected growth should take place in the nonmanufacturing sector, mainly among the trade and service industries as new stores, banks, cleaning establishments and restaurants continue to open their doors in the SMSA. Although manufacturing will not flourish like the nonfactory sector, it will at least not sustain the heavy losses, that it had during the past two years, when such shoe firms as Stacy Adams, Knapp Brothers and Commonwealth Shoe and Leather, and more recently, Campello Shank closed their doors. All things being considered, a status quo position in the manufacturing sector would be considered progress when compared to the past trend.

The outlook, then, is not one of unadulterated optimism but one of a cautious wait and see attitude. At present there is nothing to indicate that the Brockton SMSA will not be in approximately the same position economically in the next fiscal year.

Brockton, Massachusetts SMSA
Civilian Work Force Annual Average 1961-1971
(in 000's)

Item	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970	1971
Civilian Work Force	51.0	51.7	52.5	53.6	55.4	57.5	58.6	59.8	61.4	63.5	64.2
Unemployment	3.7	3.7	4.0	3.6	3.1	2.6	2.7	2.4	2.5	4.1	5.5
Percent of Work Force	7.3	7.2	7.6	6.7	5.6	4.5	4.6	4.0	4.1	6.5	8.6
Employment - Total	47.3	48.0	48.3	50.0	52.3	54.9	55.9	57.3	58.9	59.3	58.7
Nonagricultural Wage & Salary [#]	40.1	41.0	41.4	43.0	45.3	47.8	49.0	50.6	52.3	52.8	52.1
Manufacturing - Total	15.7	15.8	15.2	16.1	16.8	18.1	18.1	17.6	17.6	16.8	15.1
Durable Goods	4.5	4.9	4.6	4.7	5.0	5.7	5.8	5.9	6.2	5.5	5.0
Nondurable Goods	11.2	10.9	10.6	11.4	11.8	12.4	12.3	11.7	11.4	11.3	10.1
Leather & Leather Products	6.1	6.0	5.6	5.7	5.8	5.9	5.7	5.4	5.9	4.7	3.7
Other Nondurable Goods	5.1	4.9	5.0	5.7	6.0	6.5	6.6	6.3	6.4	6.6	6.4
Nonmanufacturing - Total	24.4	25.2	26.2	26.9	28.5	29.7	30.9	33.0	34.7	36.0	37.0
Contract Construction	1.8	1.9	1.8	1.9	2.0	2.1	1.8	2.0	2.1	2.1	1.9
Trans., Comm., & Utilities	2.6	2.6	2.6	2.7	2.9	2.9	3.1	3.1	3.4	3.9	4.0
Wholesale & Retail Trade	9.5	9.8	10.0	10.0	10.7	11.2	11.5	12.1	12.7	12.9	13.1
Fin., Ins., Real Estate	1.0	1.1	1.3	1.3	1.4	1.3	1.3	1.3	1.4	1.5	1.5
Services, Misc. Mining	3.4	3.6	4.3	4.7	4.9	5.3	5.8	6.7	7.2	7.3	7.6
Government - Total	6.1	6.2	6.2	6.3	6.6	6.9	7.4	7.8	7.9	8.3	8.9
All Other Nonagric. Employment ^{1/}	6.1	5.9	5.8	5.9	5.8	5.9	5.8	5.6	5.5	5.4	5.5
Agriculture	1.1	1.1	1.1	1.1	1.2	1.2	1.1	1.1	1.1	1.1	1.1
Persons Involved in Labor Disputes	0	0	0.2	0	0	0	0	0.1	0	0.1	0

[#] Source: BLS Current Employment Series

^{1/} Nonagricultural self-employed, unpaid family workers and domestic workers in private households

4. Employment Developments and Outlook by Occupation

At the end of December 1971, there were 267 unfilled job openings on file at the Brockton DES office. The largest number of orders (24.7 percent) were in the clerical and sales field and was followed by the 18.0 percent total in the miscellaneous category and the 14.2 percent in the bench work field.

The clerical and sales field, as is usually the case, continues to show the highest number of job openings. This is not due to a lack of qualified applicants but mainly to the fact that because of the areas low wage rate the jobs are refused or the applicants turn to other labor areas, such as Boston, for employment.

At this point in time it would be futile to say a particular group of applicants are in surplus supply. What is more apt is that with 5,520 active applications on file at the Brockton DES office there is a definite surplus of applicants in nearly every occupational category. To illustrate the point, the following are the percentages of the five occupational categories with the greatest number of active applications: 1) miscellaneous (19.4 percent) includes many hard-to-place applicants; 2) clerical and sales (18.1 percent); 3) bench work (13.3 percent); 4) structural work (13.3 percent); and 5) the machine trades (12.9 percent). Although the active applications of the professional, technical and managerial workers is 9.7 percent of the total, this figure is deflated to some extent due to the fact that many of the unemployed engineers have filed their applications at the DES professional office in Waltham specifically designed to service them.

The nonmanufacturing industries will continue to grow during the next fiscal year and herein the need lies. The expanding population will call for more jobs, mostly of a trade and service nature. Jobs for salespeople, cooks, food-serving personnel, truck drivers, auto mechanics, registered and licensed practical nurses will be in great demand as population build-up in the area far outdistances the industry that is needed for its sustenance.

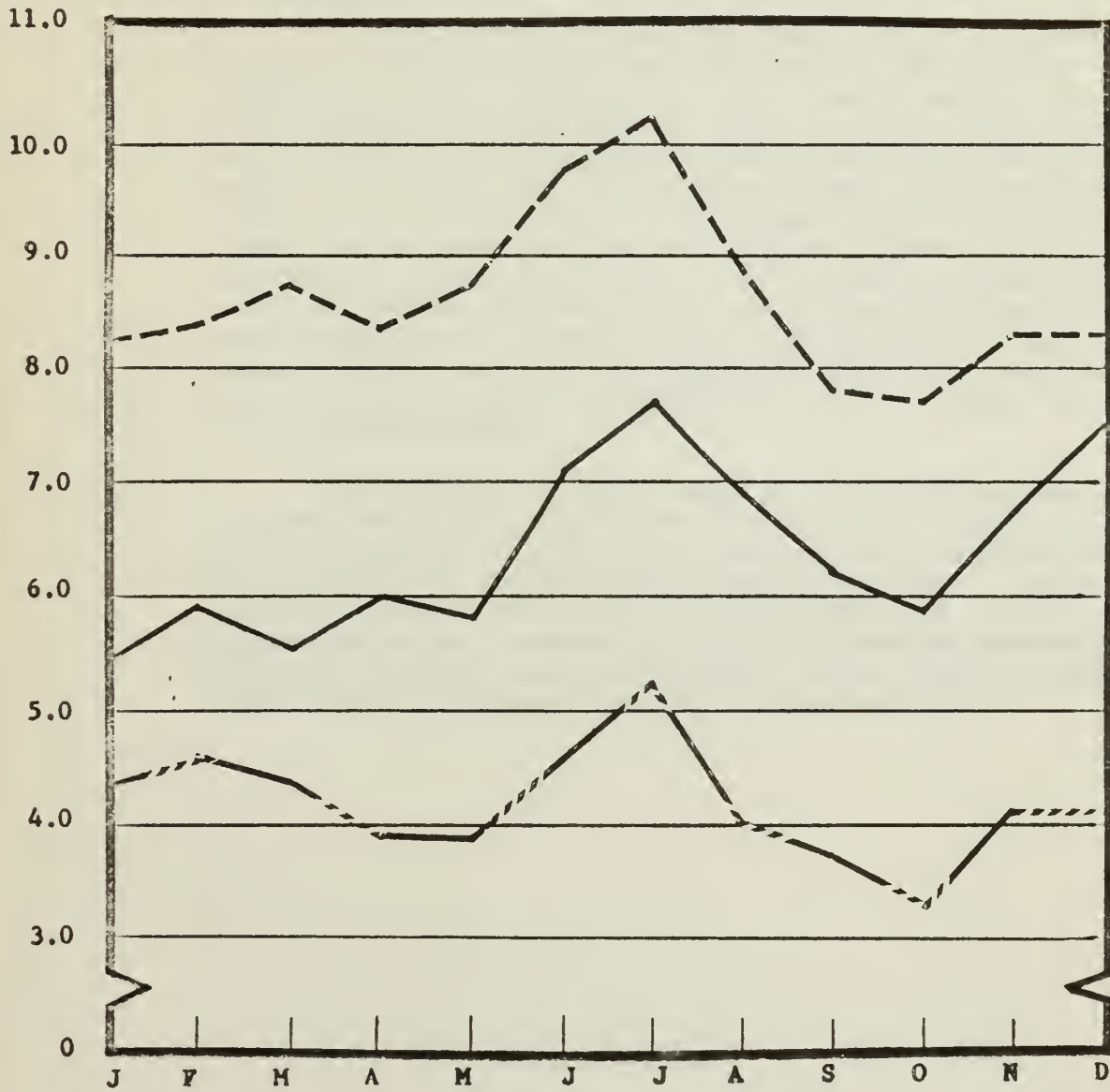
5. Recent Trends in Unemployment

The sharp increase in unemployment that began in the Brockton SMSA in early 1970, and eventually reached 6.0 percent in April 1970 for the first time since mid 1965, continued spiraling upwards during 1971. Average unemployment in 1970 was 4,100, or 6.5 percent of the civilian work force, compared with (5,500) or (8.6 percent) in 1971. During July 1971 the unemployment rate increased to the years high of 10.3 percent. The exceedingly high July rate was due mainly to vacation shutdowns and the influx of students into the work force with the cessation of the school year. Although there were many factors contributing to the overall rise in unemployment, the displaced shoe worker is far and away the major factor in the abrupt increase. Other causes of the hike in unemployment that are worth mentioning here are: the cutbacks at many of the local manufacturing plants and the increase of claims filed by residents of the area who were displaced from jobs located outside the SMSA. When you consider that approximately 40 percent of the resident labor force of the area travels outside the SMSA to work, and economic conditions in other areas are nearly as bad, you begin to realize how outside factors can severely affect the Brockton SMSA claim load.

The outlook for fiscal year 1973 indicates that the unemployment rate will be slightly lower than during the previous year and will probably be slightly under the 8.0 percent level as a yearly average. The reason for this continuing high unemployment rate is twofold: the economic position of the area simply will not change to any great extent over the next year, and there will not be sufficient new industry coming into the area to absorb many of the displaced workers.

Brockton SMSA
Unemployment Rate
1969-1971

Rate



Months

----- 1971
 _____ 1970
 - - - - - 1969

6: Universe of Need for Manpower Services

The Universe of Need for fiscal year 1973 indicates that 27,100 individuals in the Brockton SMSA may require employment-related assistance at some time during the year. This 27,100 figure is an increase of 7,600 over last year's estimate and is indicative of the poor economic conditions that presently exist in the SMSA and will continue throughout the next fiscal year. Of the total number requiring assistance, 5,500 will be classified as disadvantaged, a term which refers to poor persons (or members of poor families) who do not have suitable employment, and who are at least one of the following: a school dropout, a member of a minority group, under 22 years of age, 45 years of age or older, or handicapped. There will be 1600 other poor individuals requiring assistance who do not meet the criteria of the disadvantaged.

In the nonpoor category, there will be 5,500 persons who are near the poverty level, which includes individuals requiring employment assistance who are members of families whose income is not more than one-third above the poverty level. There will be 14,500 nonpoor individuals who are members of families with incomes above the near-poverty level, but who may require employment-related assistance sometime during the fiscal year because they are either unemployed or underutilized.

Table 1

Universe of Need for Manpower Services
Fiscal Year 1973

Brockton, Massachusetts SMSA

Base Period Used Fiscal Year 1971

Item	Number of Individuals	
	Base Period FY 1971	Planning Assumptions for FY 1973
	I	II
1. Total Universe of Need for Manpower Services (Number of different individuals in Year)	27,023	27,100
a. Poor	7,061	7,100
(1) Disadvantaged	5,489	5,500
(2) Other Poor	1,572	1,600
b. Nonpoor	19,962	20,000
(1) Near-Poverty	5,448	5,500
(2) All other Nonpoor	14,514	14,500
2. Unemployed and Underutilized Disadvantaged, Total	5,489	5,500
a. Unemployed	697	700
b. Underutilized	4,792	4,800
(1) Employed part-time for economic reasons	326	300
(2) Employed full-time but with family income at or below poverty level	3,908	3,900
(3) Not in labor force but should be	558	600

7. Characteristics of the Disadvantaged

In the Brockton SMSA there are approximately 7,100 poor people, that is, individuals who earn less than \$1,900 annually, and/or families of four whose yearly income is below \$3,800. Of the total number of poor people, 5,500 are also classified as being disadvantaged. Only 700 of the 5,500 disadvantaged are totally unemployed, while the majority (4,800) are underutilized. In this latter group, 3,900 individuals are employed full-time but with family income at or below the poverty level which was stated to be \$3,800 for a family of four and then increasing in increments of \$600 for each additional family member. The remainder of the underutilized group consists of 300 employed part-time for economic reasons, and 600 individuals who are presently not in the labor force but should be.

A recent survey of active employment applications on file at the local DES office indicated that among 296 poor individuals 9.4 percent (28) were nonwhite, 192 were disadvantaged, 80 were other poor, and in the nonpoor category 2 were near poverty and 22 were classified as all other nonpoor. There were 90 males and 206 females -- 70 of the total number were under 22 years of age and 32 applicants were 45 years or older. One hundred fifty applicants (51 percent) had not completed high school.

The 1970 Census showed that there were 3,956 nonwhites in the SMSA or slightly over 2.0 percent. This is an increase of nearly 100 percent compared with the 1960 Census figures. The Spanish-speaking population, mainly Puerto Ricans, has been estimated to be 2,200 in the city of Brockton and many of these people are considered to be hard-to-place applicants due to the barriers of the low level of education and income, in addition to the language problem. To alleviate some of the problems, pre-vocational training courses have continued to be an asset in helping the disadvantaged find gainful employment.

At the end of December 1971, there were approximately 330 adult members of families on general relief receiving their cash welfare payments at the Brockton DES office. Under the new system the welfare recipients must now report to the DES to be interviewed for possible employment instead of just having the check mailed to their residences. So far the new system has reduced the welfare rolls somewhat by finding employment for the employables, whenever possible, and, when this is combined with those who do not report for their check, amounts to almost a 30 percent reduction. Employment-related assistance will be furnished to approximately 700 individuals on general relief, with the weekly total of new cases being somewhere between 10 and 20 a week.

With the de-escalation of the Vietnam war, fiscal year 1973 will bring with it a rapid increase in the number of veterans needing manpower services. The veterans' services interviewer at the local DES office has reported that as many as 40-60 veterans a month have sought some type of employment-related assistance. It is conceivable that 600 veterans will need

manpower assistance during the year with a large percentage of the men being classified as disadvantaged.

The school dropout rate in the area fluctuates around the six percent level and that means that approximately 650 students will leave school before completing their education. With the economy in its present state, many of these dropouts will seek employment-related assistance at some time during the year. The others who leave school to accept a job paying minimal amounts usually become dissatisfied and quit and they, too, will eventually seek assistance. A few of the dropouts will eventually return to school but the percentage is too small to amount to much of a decrease in the amount of dropouts serviced.

8. Characteristics of Individuals Other Than The Disadvantaged in the Universe of Need for Manpower Services

In addition to the disadvantaged individuals of the SMSA, there will be 1,600 individuals who are poor but not classified as disadvantaged and who in turn will need employment-related assistance. There will also be 20,000 nonpoor persons who will be either unemployed or underemployed at some time during the next fiscal year.

Seasonality is a big factor in many of the unemployment problems of the area. Slowdowns because of weather curtail construction employment in mid-winter and vacation layoffs at mid-summer idle hundreds of workers not eligible for vacation benefits. Another factor which has a great deal to do with fluctuation in the unemployment pattern is demand for goods and services. Industries such as the garment industry and wholesale and retail trade increase or decrease more notably with demand at certain times of the year. A further addition to unemployment comes in the summertime when the school year ends and floods the labor market with students seeking temporary employment. This has become an increasingly serious problem due to the shortage of temporary summer jobs and the same condition will exist throughout most of the next year. Workers in the professional fields will continue to find employment opportunities in short supply, especially in the defense-oriented industries, as defense spending diminishes and de-escalation of the war continues. These professional workers will also need assistance. Much of the employment-related assistance to the technical worker is being provided at the Professional Employment Center in Waltham, Massachusetts.

The decline in the shoe industry has left many older workers unemployed. Many of these workers will have to be given institutional training courses and other such aids to help in finding suitable employment. Although many of the older workers will permanently retire, those who do not will surely need assistance. A further burden is placed on many of the unemployed who have been displaced from jobs in local plants. Public transportation,

being at a premium in the Brockton SMSA, ill affords many of these workers the opportunity to find available employment.

9. Barriers to Employment

The lack of an adequate public transportation system is a major problem for the hard-to-place workers in the Brockton SMSA. To compound the matter, many of the jobs are situated at inaccessible locations and unless a worker has his own mode of transportation, the job must be bypassed by qualified applicants.

Two solutions to the problem are presently being contemplated but no immediate solution is yet in sight. The two proposed solutions are: (1) extension of MBTA service to the Brockton area which is at least five to ten years away; and (2) the Commonwealth's offer to buy 145 miles of railroad lines from the Penn. Central Co., some of which are in the Brockton area. This would be of great benefit to the Brockton SMSA which has been without railroad passenger service since July, 1959 but the plan remains wishful thinking at present.

Another problem which has not been resolved is the lack of adequate day-care centers for the children of Brockton's working women. If area mothers who are heads of families are to be given employment and training opportunities, provisions must be made to free them from the care of children during working hours.

Further efforts must be made to coordinate the skills of hard-to-place workers with the requirements of hard-to-fill jobs in the area. MDTA courses are set up specifically to provide training in those jobs for which workers are in high demand. Training programs are meeting some of Brockton's manpower needs, but more training courses are always needed.

Some area employers set unrealistic requirements concerning experience and training, refusing to hire successful graduates of training programs who have little or no experience. Job applicants, too, sometimes have unrealistic expectations concerning wages and working conditions. Attempts should be made to upgrade low-paying jobs which require minimal skills to bring both worker and employer expectations closer together.

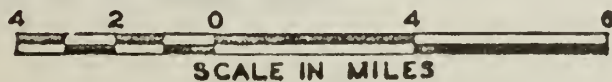
Lastly, there is the ever present problem of the Spanish-speaking people in the area -- the language barrier. The problem has been eliminated to some degree through the Prevocational training courses set up to teach these people the English language. More effort will have to be made and more facilities made available if we are to match these people with available jobs.

A P P E N D I X



THE COMMONWEALTH OF MASSACHUSETTS
DEPARTMENT OF COMMERCE
DIVISION OF PLANNING

BROCKTON METROPOLITAN AREA
AS DEFINED BY U.S. CENSUS 1980



Brockton, Massachusetts SMSA
Plan of Service Manpower Data Summary

Base Period Used FY 1971

For Fiscal Year 1973

Item	Number of Individuals SMSA Total
1. Total Civilian Population (as of 1970) ^{1/}	189,820
a. Age Distribution:	
16 through 21 years	18,576
22 through 44 years	53,655
45 years and over	54,313
b. <u>Members of Minority--Total</u>	3,956
16 years and over	2,425
2. Total Civilian Work Force	
(12 month average for year FY 1971)	64,100
a. Employed, Total (12 month Average)	59,100
(1) Nonfarm Wage and Salary Workers	52,500
b. Unemployed (12 month average)	5,000
(1) Unemployment Rate	7.8
3. Universe of Need for Manpower Services for Fiscal Year Ending 1973 (Number of different individuals in year)	27,100
a. Poor	7,100
(1) Disadvantaged	5,500
(2) Other Poor	1,600
b. Non-Poor	20,000
(1) Near-poverty	5,500
(2) All other Nonpoor	14,500
4. Unemployed & Underutilized Disadvantaged: by Category (12 month average)	5,500
a. Unemployed	700
b. Underutilized	4,800
(1) Employed part-time for economic reasons	300
(2) Employed full-time, but with family income at or below poverty level	3,900
(3) Not in labor force but should be	600
5. Welfare Recipients (General Relief only)	700
6. Estimated School Dropouts (Forecast period)	650
7. Estimated Number of Veterans Needing Man- power Services (Forecast period)	600
<u>1/ 1970 U. S. Census Data</u>	

Appendix Table II
Population Trends 1960-1970
Brockton, Massachusetts SMSA

	U.S. Census 1970	U.S. Census 1960	Percent Increase 1960-1970
Brockton SMSA-Total	189,820	149,458	27.0
Abington	12,334	10,607	16.3
Avon	5,295	4,301	23.1
Bridgewater	11,829	10,276	15.1
Brockton	89,040	72,813	22.3
East Bridgewater	8,347	6,139	36.0
Easton	12,157	9,078	33.9
Hanson	7,148	4,370	63.6
Stoughton	23,459	16,328	43.7
West Bridgewater	7,152	5,061	41.3
Whitman	13,059	10,485	24.5
State Population	5,689,170	5,148,578	10.5
U.S. Population	203,185,000	179,323,175	13.3

Appendix Table III
 Brockton, Massachusetts SMSA
 Population Breakdown According to Race, Age Group
 Sex, and Ethnic Distribution

	U.S. Census 1960	State Census 1965	Percent Increase 1960-65	U.S. Census 1970	Percent Increase 1965-70
Total Population	149,458	172,165	15.2	189,820	10.3
Race					
White	147,400	169,602	15.1	185,864	9.6
Nonwhite	2,058	2,583	25.5	3,956	53.2
Age Group					
Under 5	17,828	20,163	13.1	19,003	- 5.8
5-14	28,521	33,848	18.7	40,763	20.4
15-19	10,418	14,923	43.2	16,342	9.5
20-64	76,413	85,895	12.4	95,932	11.7
65 and over	16,278	17,356	6.6	17,783	2.5
Sex					
Male	73,391	xx	xx	92,287	xx
Female	76,067	xx	xx	97,533	xx
Ethnic Distribution					
Total Foreign Stock	50,402	xx	xx	xx	xx
Partial Breakdown					
Canada	12,171	xx	xx	xx	xx
Italy	7,456	xx	xx	xx	xx
Ireland	5,966	xx	xx	xx	xx
United Kingdom	4,787	xx	xx	xx	xx
Sweden	3,851	xx	xx	xx	xx
Poland	2,289	xx	xx	xx	xx
Portugal	2,283	xx	xx	xx	xx
U.S.S.R.	2,109	xx	xx	xx	xx

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ANNUAL MANPOWER PLANNING REPORT

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University of Massachusetts

**JANUARY
1973**



Brockton, Massachusetts SMSA

**THE COMMONWEALTH OF MASSACHUSETTS
DIVISION OF EMPLOYMENT SECURITY
RICHARD C. GILLILAND, DIRECTOR
AFFILIATED WITH MANPOWER ADMINISTRATION
U.S. DEPARTMENT OF LABOR**

ANNUAL MANPOWER PLANNING REPORT

JANUARY 1973

STANDARD METROPOLITAN STATISTICAL AREA

BROCKTON, MASSACHUSETTS

Prepared by:

Elliot A. Winer, Labor Market Economist

Research Department

Massachusetts Division of Employment Security

Charles F. Hurley Building

Government Center,

Boston, Massachusetts 02114

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1. Highlights and Conclusions

The population of the Brockton SMSA has climbed from 149,458 in 1960 to 189,820 in 1970 (+27.0 percent). The city of Brockton is New England's fastest growing city (+22.3 percent). Each of the nine towns in the Brockton SMSA has surpassed the rate of growth for both the state and the nation.

Nonagricultural wage and salary employment in the Brockton SMSA expanded by 12,000 between 1962 and 1972. Nonmanufacturing staffs increased by 12,400 while manufacturing payrolls declined by 400. The loss of 2,500 leather goods jobs brought about the 900-worker decline in nondurable goods. Although leather goods employment has shown signs of stabilizing, the industry continues to be beset with numerous problems. The outlook for fiscal year 1974 indicates a continued but slower rate of growth in the nonmanufacturing sector, and limited gains in the manufacturing sector.

A recent survey conducted at the Brockton DES office revealed that there were 251 unfilled job openings. The largest group of openings were in the bench work occupations, with positions for sewing machine operators accounting for nearly half of the demand.

During 1972, there were 5,400 unemployed persons representing 8.3 percent of the civilian work force. The level of unemployment should be slightly lower throughout fiscal year 1974.

The "universe of need for manpower services" for fiscal year 1974 is estimated at 20,900 individuals. The figure includes 2,300 disadvantaged, 600 "other poor", 4,700 near-poverty, and 13,300 "other nonpoor". The disadvantaged total consists of 600 unemployed, 400 employed part-time for economic reasons, 700 employed full-time but with earnings which do not raise the family income above the poverty level, and 600 persons who are not in the labor force but should be.

The barriers to employment of the disadvantaged include a lack of suitable job openings, limited job skills, language problems, transportation difficulties, a lack of day-care facilities, and drug dependency and alcoholism.

2. Description of Area

a. Definition of Area

The Brockton Standard Metropolitan Statistical Area is located in Southeastern Massachusetts. It is comprised of the city of Brockton, and the towns of Abington, Bridgewater, East Bridgewater, Hanson, West Bridgewater, and Whitman in Plymouth County, the town of Easton in Bristol County, and the towns of Avon and Stoughton in Norfolk County. The Brockton SMSA is bordered on the north and the east by the towns of the Boston SMSA.

b. Economic Developments and Outlook

During 1972, the Department of Labor classified the Brockton SMSA in an "E" labor supply category (9.0 to 11.9 percent). An improvement in the area economy necessitated a switch to a group "D" classification (6.0 to 8.9 percent) on October 1, 1972. Forty of the 150 regularly classified major labor areas are currently recorded in the group "D" category while two others have been placed in group "E" and two more in group "F". Seven of the eight major Massachusetts labor areas have been categorized in group "D" while the eighth (Lowell) remains in group "E".

The year 1972 reflected a continued growth in the nonmanufacturing sector and a modified recovery in manufacturing. New trade and service establishments continue to abound but the rate of expansion should be tempered in the next few years. New shopping centers, theatre complexes, fast service restaurants, banks, and dry-cleaning establishments are spawning throughout the area. Construction activity was initiated in October for the multi-million dollar New England Sinai Hospital in Stoughton. The multi-phase chronic disease facility will commence operations in October 1973. The new facilities at Massasoit Community College were opened last September. Over 1,200 students are enrolled on the sprawling Brockton campus. Further expansion of campus facilities will be undertaken shortly. Fifteen establishments are now situated in the Avon Industrial Park. Most existing manufacturing firms were able to survive the volatile situation resulting from the depressed economy and the extensive defense cutbacks. While the present picture is far from healthy, most industry heads can view the future with a guarded optimism.

c. Population and Labor Force Characteristics and Trends

The 1970 U. S. Census reported that the population of the Brockton SMSA jumped from 149,458 in 1960 to 189,820 in 1970 (+27.0 percent). The nonwhite population during this same interval sprung up from 2,058 in 1960 to 3,956 in 1970 (+92.2 percent). When the 1,235 persons of Spanish language are added to the nonwhite population, the SMSA tallies a minority group count of 5,191 persons, representing 2.7 percent of the entire population. Females outnumber males in the Brockton SMSA by 5,246 (97,533 to 92,287). The 15-19 year old age group represented the largest percentage increase (56.9 percent) while the under 5 year old age group accounted for the smallest population shift (6.6 percent).

The population of the city of Brockton moved from 72,813 in 1960 to 89,040 in 1970 (+22.3 percent), representing the largest growth of any New England city. Brockton is currently the tenth ranking city in Massachusetts. Every town in the Brockton SMSA has surpassed the rate of growth for the state (10.5 percent) and the nation (13.3 percent). The population leap of the nine towns ranged from 15.1 percent in Bridgewater to 63.6 percent in Whitman.

The average 1972 civilian work force for the Brockton SMSA numbered 65,100, with 59,700 classified as employed and 5,400 as unemployed. The work force level was the highest ever recorded. The Brockton SMSA should experience continued population growth with the inflow of persons from surrounding areas.

Population Trends 1960-1970
Brockton, Massachusetts SMSA

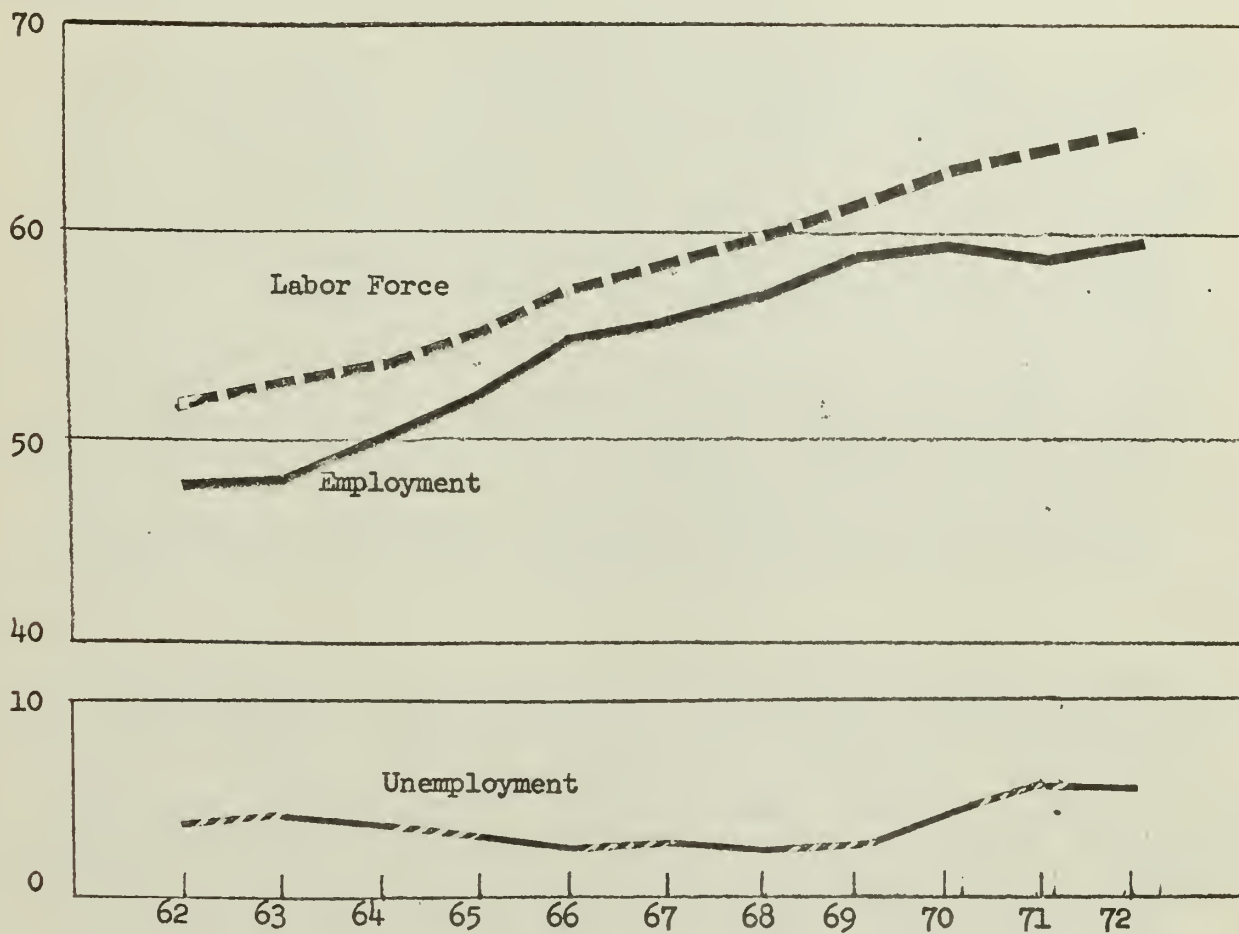
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Abington	12,334	10,607	16.3
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Whitman	13,059	10,485	24.5
State Population	5,689,170	5,148,578	10.5
U.S. Population	203,185,000	179,323,175	13.3

Brockton, Massachusetts SMSA
Population Breakdown According to Race,
Age Group, Sex and Ethnic Distribution

	U.S. Census 1960	U.S. Census 1970	Percent Increase 1960-1970
<u>Total Population</u>	<u>149,458</u>	<u>189,820</u>	<u>27.0</u>
Race			
White	147,400	185,864	26.1
Nonwhite	2,058	3,956	92.2
(Black)	(1,806)	(3,260)	(80.5)
(Other)	(252)	(696)	(176.2)
Age Group			
Under 5	17,828	19,003	6.6
5-14	28,521	40,763	42.9
15-19	10,418	16,342	56.9
20-64	76,413	95,932	25.5
65 and over	16,278	17,783	9.2
Sex			
Male	73,391	92,287	25.7
Female	76,067	97,533	28.2
Ethnic Distribution			
Total Foreign Stock	50,402	50,414	0.02
Partial Breakdown			
Canada	12,171	11,855	- 2.6
Italy	7,456	7,224	- 3.1
Ireland	5,966	5,447	- 8.7
United Kingdom	4,787	4,077	-14.8
Sweden	3,851	2,773	-28.0
Poland	2,289	2,070	- 9.6
Portugal	2,283	xx	xx
U.S.S.R.	2,109	2,381	12.9
Germany	1,037	1,293	24.7
Persons of Spanish			
Language	xx	1,235	xx

Average Labor Force, Employment and Unemployment
Brockton SMSA
1962-1972

Thousands



3. Employment Developments and Outlook by Industry

Nonagricultural wage and salary employment in the Brockton SMSA advanced from 41,000 in 1962 to 53,000 in 1972 (29.3 percent). Only one break was recorded in the yearly upward trend, that being the dip from 52,800 in 1970 to 52,100 in 1971. While manufacturing employment experienced a 10-year decline of 400 workers, the nonmanufacturing sector witnessed an unabated surge of 12,400 workers. Manufacturing reached its pinnacle in 1966 and 1967 when 18,100 jobs existed. Four years later, work force erosion had depressed manufacturing payrolls by 3,000. During 1972, the attrition was finally halted as employment rose by 300.

The shift in durable goods employment during the past decade ran counter to the overall downturn in manufacturing. Employment stood at 5,400 in 1972, up 500 from 1962. The number of jobs did skid significantly, however, between 1969 and 1971 (6,200 to 5,000). Despite a recent slump, the number of jobs in the instruments industry have swelled by more than 500. Meanwhile, the electrical machinery industry has been adversely affected by the extensive spending cutbacks in the defense and aerospace industries. Employment plummeted by approximately 500 workers between 1969 and 1971. Although roughly half of the laid off work forces have been recalled during the past year, the chances of soon reaching the peak 1969 levels remain dim. The industry must redirect its emphasis toward non-military oriented development. The depressed economy has also hampered the nonelectrical machinery industry. Employment has been off by nearly 200 since 1969 but has picked up slightly during the past year as orders for new machines and replacement parts have begun filtering in. The fabricated metal products industry has undergone a similar decline and mild rebound during the past three years.

Nondurable goods employment stood at 10,900 in 1962. Payrolls crested at 12,400 in 1966 before plummeting to a 1972 level of 10,000. The leather and leather products industry remains as the leading soft goods employer despite a steady decline during the past decade. Leather payrolls now number only 3,500 as compared to 6,000 in 1962. Although the shoe industry has apparently stabilized, the industry can never recover from the crippling factory closings of early 1971. The ranks of leather workers were depleted by 1,000 between 1970 and 1971 alone. Although foreign imports have jeopardized the industry's competitive position, the problem lies deeper. There has been an unwillingness in the past to plow back profits into research and equipment. The local shoe industry has already lost out on the low-priced footwear business. Long-term survival will depend upon modernizing equipment, diversifying product lines, and a better forecasting of changing styles. The 1,600 worker jump in "other nondurable goods" since 1962 is not as significant as it may indicate. About half of the upswing is derived from a new plant location (375 workers) and industry code changes in three firms,

during the year 1964. The rubber and plastic products, printing, and food processing industries have all experienced a slight staff expansion during the last decade. All three industries experienced a slight drop in employment in 1971 but recovered their losses in 1972. Erratic styling changes have caused much fluctuation within the needle trade industry but employment presently approximates its 1962 level. Foreign competition has contributed to small plant closings, intermittent layoffs, and short workweeks, with payrolls down some from the late 1960's. Disregarding seasonal variations, employment levels should remain steady in the immediate future. The successful growth of one textile firm has enabled the Brockton industry to expand, while other more textile oriented areas of the state have been in a demise.

Since 1968, nonmanufacturing staffs have been increasing at a slower rate. None of the six major manufacturing segments witnessed more than a 200-worker growth. Wholesale and retail trade, the largest single industry in the Brockton SMSA, remained at its 1971 plateau of 13,100. The service industry has exerted the most rapid rate of growth during the last ten years (+116.7 percent). The sheer magnitude of the upsurge will preclude a similar rate of advance in the coming years. The burgeoning government payrolls were concentrated in the state and local segments.

Sporadic gains are anticipated in nonagricultural wage and salary employment for fiscal year 1974. While nonmanufacturing gains will be diminished somewhat, they should still constitute the main thrust in nonfarm wage and salary employment. The manufacturing sector will continue to be characterized by an unstable posture. Encouraging developments among certain industries will be clouded by the tenuous nature of others. The employment outlook is very much interwoven with the interactions of the national economy. A boost to the local economy could be provided by the attraction of new and viable industries into the area.

Brockton, Massachusetts SMSA
Civilian Work Force Annual Average 1962-1972
(in 000's)

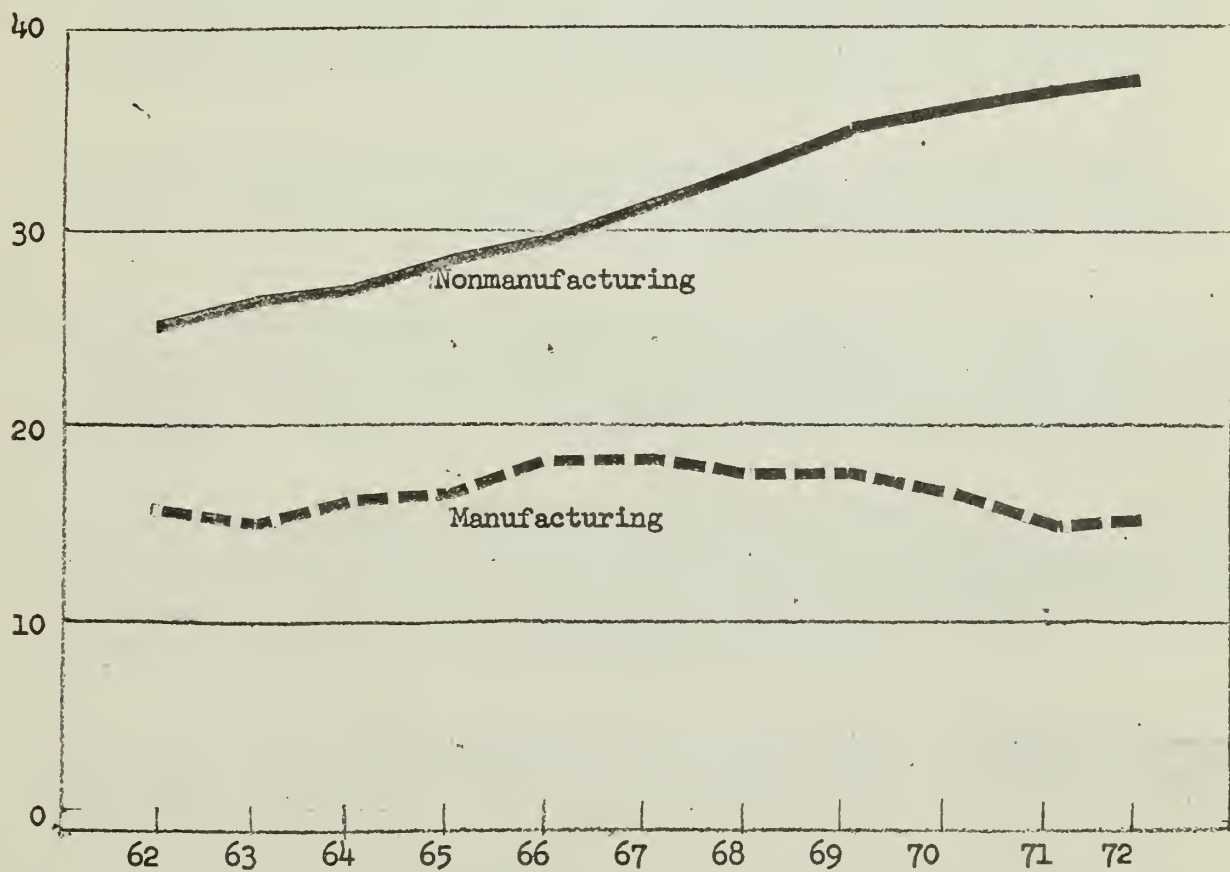
Item	1962	1963	1964	1965	1966	1967	1968	1969	1970	1971	1972
Civilian Work Force	51.7	52.5	53.6	55.4	57.5	58.6	59.8	61.4	63.5	64.2	65.1
Unemployment Percent of Work Force	3.7 7.2	4.0 7.6	3.6 6.7	3.1 5.6	2.6 4.5	2.7 4.6	2.4 4.0	2.5 4.1	4.1 6.5	5.5 8.6	5.4 8.3
Employment - Total	48.0	48.3	50.0	52.3	54.9	55.9	57.3	58.9	59.3	58.7	59.7
Nonagricultural Wage and Salary#	41.0	41.4	43.0	45.3	47.8	49.0	50.6	52.3	52.8	52.1	53.0
Manufacturing - Total	15.8	15.2	16.1	16.8	18.1	18.1	17.6	17.6	16.8	15.1	15.4
Durable Goods	4.9	4.6	4.7	5.0	5.7	5.8	5.9	6.2	5.5	5.0	5.4
Nondurable Goods	10.9	10.6	11.4	11.8	12.4	12.3	11.7	11.4	11.3	10.1	10.0
Leather & Leather Products	6.0	5.6	5.7	5.8	5.9	5.7	5.4	5.0	4.7	3.7	3.5
Other Nondurable Goods	4.9	5.0	5.7	6.0	6.5	6.6	6.3	6.4	6.6	6.4	6.5
Nonmanufacturing - Total	25.2	26.2	26.9	28.5	29.7	30.9	33.0	34.7	36.0	37.0	37.6
Contract Construction	1.9	1.8	1.9	2.0	2.1	1.8	2.0	2.1	2.1	1.9	2.0
Trans., Comm., & Utilities	2.6	2.6	2.7	2.9	2.9	3.1	3.1	3.4	3.9	4.0	4.1
Wholesale & Retail Trade	9.8	10.0	10.0	10.7	11.2	11.5	12.1	12.7	12.9	13.1	13.1
Fin., Ins., & Real Estate	1.1	1.3	1.3	1.4	1.3	1.3	1.3	1.4	1.5	1.5	1.5
Services, Misc. Mining	3.6	4.3	4.7	4.9	5.3	5.8	6.7	7.2	7.3	7.6	7.8
Government	6.2	6.2	6.3	6.6	6.9	7.4	7.8	7.9	8.3	8.9	9.1
All Other Nonagricultural Employment 1/	5.9	5.8	5.9	5.8	5.9	5.8	5.6	5.5	5.4	5.5	5.6
Agriculture	1.1	1.1	1.1	1.2	1.2	1.1	1.1	1.1	1.1	1.1	1.1
Persons Involved in Labor Disputes	0	0.2	0	0	0	0	0.1	0	0.1	0	0

Source: BLS Current Employment Series

1/ Nonagricultural self-employed, unpaid family workers and domestic workers in private households

Manufacturing and Nonmanufacturing Employment
Brockton SMSA
1962-1972

Thousands



4. Employment Developments and Outlook by Occupation

At the end of December 1972, a survey of unfilled job openings was conducted at the Brockton DES office. There were 251 openings on file, 170 of which had remained unfilled for 30 days or more. Bench work occupations represented the largest group of job openings (67). Various classes of sewing machine operators in both the leather and garment industries accounted for nearly half (33) of the unfilled demand.

Job vacancies were also prevalent for electrical assemblers (15). The shortage of both skilled and semi-skilled workers in the bench work occupations has resulted in a high percentage of long-term openings.

The machine trade occupations accounted for 47 job openings with the position of machinist (11) being in the most plentiful supply. The dearth of qualified applicants has perpetuated many long-term openings.

The majority of recorded miscellaneous job openings (31 of 35) were for material handlers, hand packagers, and store laborers. Despite an applicant surplus, depressed wage levels and dismal advancement opportunities deter many persons from expressing interest in these particular positions.

The clerical and sales occupations had 26 job openings listed. Job orders remained unfilled not because of a lack of qualified applicants but as a result of low wage rates and competition from the attractive Boston market. Opportunities existed for general office clerks, clerk-typists, salespersons, bookkeepers, secretaries, and stenographers.

Ten of the 26 service jobs posted at the local office were for waitresses and counter help. They were mostly low-paying jobs, at scattered locations throughout the SMSA.

The structural work occupations registered 25 unfilled job openings. Employment opportunities existed for licensed plumbers, frame cutters, and solderers.

The MDTA program has exerted a positive effect in training persons for shortage occupations. Courses either recently completed or currently in session include basic education, cooking, clerical, nurse-aide, and electrical appliance service and repair. MDTA courses are in the planning stages for keypunch operator, automotive service mechanic, and television service and repair.

The nonmanufacturing industries will continue to expand during the coming fiscal year. The result will be a need for more trade and service oriented jobs. Clerical and sales personnel will be required to staff new and expanding facilities. Demand will remain highest for various skilled and semi-skilled workers. A shortage should continue for experienced sewing machine operators as young persons remain disinterested in the occupation. Job opportunities for the totally unskilled will continue to diminish.

Unfilled Job Openings
Brockton, Massachusetts SMSA
December 31, 1972

D. O. T. Code	Occupational Category	Total	Percent
	<u>Total All Occupations</u>	<u>251</u>	<u>100.00</u>
0	Professional, Technical	2	0.8
1	Managerial	2	0.8
2	Clerical and Sales	26	10.4
3	Service	26	10.4
4	Farming, Fishing, Forestry	15	6.0
5	Processing	6	2.4
6	Machine Trades	47	18.7
7	Bench Work	67	26.6
8	Structural Work	25	10.0
9	Miscellaneous	35	13.9

5. Recent Trends in Unemployment

Average unemployment in the Brockton SMSA dipped from 5,500 in 1971 to 5,400 in 1972. Likewise, unemployment as a percent of the civilian work force skidded from 8.6 percent to 8.3 percent. These figures are still alarming when viewed against the 2,500 unemployed and 4.1 percent unemployment rate of 1969.

A note of optimism can be derived when a month by month analysis is undertaken. The high unemployment for the first four months of 1972 tends to inflate the yearly figure. The adverse unemployment developments were mitigated somewhat after April 1972. The month of April marked the 32nd consecutive month that the Brockton SMSA unemployment rate had surpassed the level for the corresponding month of the previous year. The unemployment rate catapulted from 8.4 percent at mid-April 1971 to 9.5 percent at mid-April 1972. During May, however, this unfavorable trend did an abrupt about-face. Between mid-May 1971 and 1972, unemployment as a percent of the civilian work force tumbled from 8.7 percent to 7.4 percent. For each succeeding month of 1972 the unemployment rate trailed the one year ago figure by at least 0.6 of a percentage point.

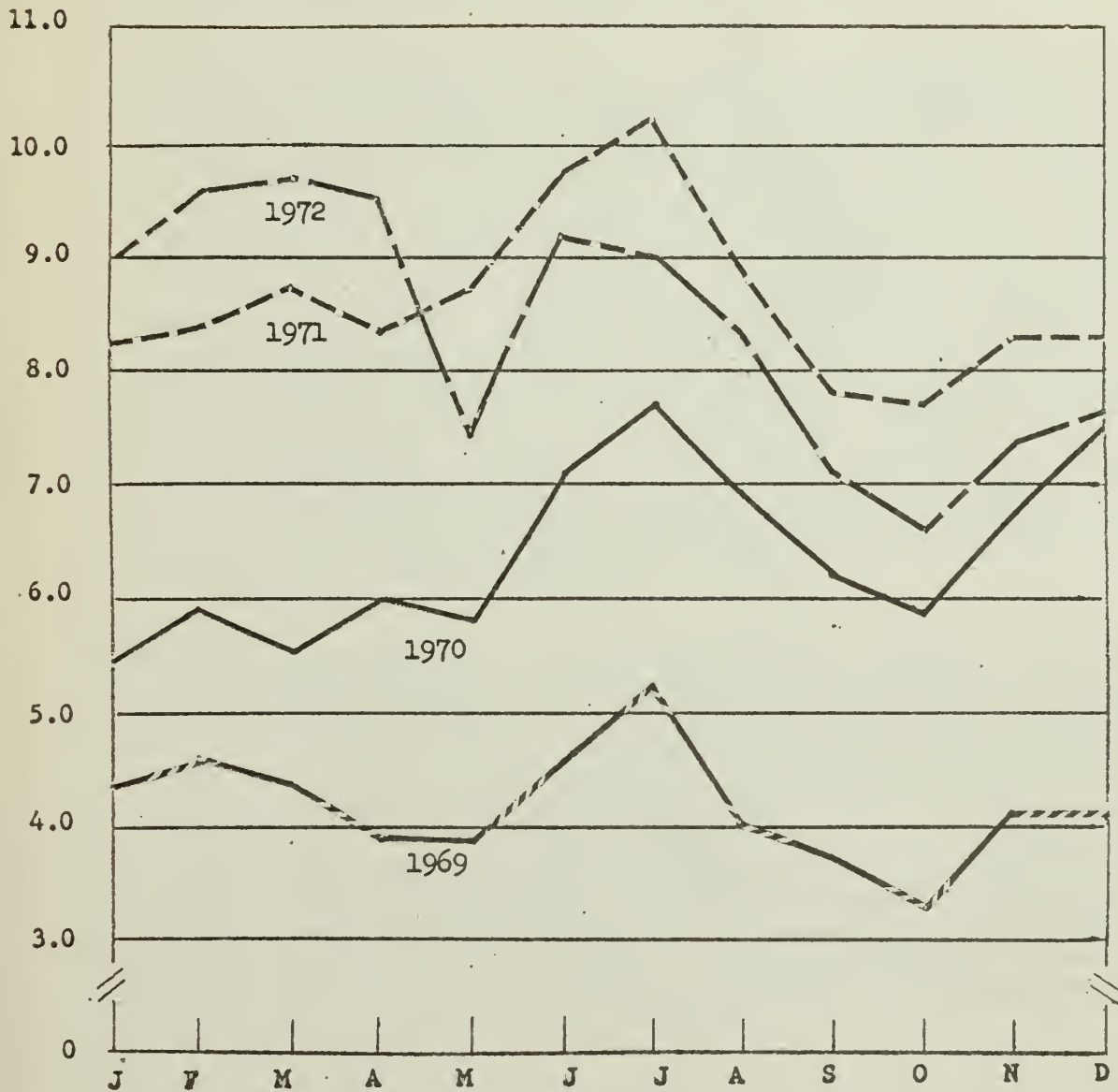
The positive upturn in the economy at mid-May 1972 was very encouraging but should not be misconstrued to represent the termination of local economic woes. Much of the upswing is not in actuality an improvement but merely a mild rebound from the dire economic straits of the past three years. A more favorable national climate has enabled many manufacturing enterprises to recall part of their displaced work forces. The high unemployment rates for mid-June and mid-July 1972 (9.2 percent and 9.0 percent) were attributed to varying seasonal factors. The June rate tends to swell due to an influx of students (both graduates and summer job seekers) into the labor market. The mid-July rate is also affected by students who have not yet secured employment, as well as by plant vacation shutdowns, especially in the leather, electrical machinery, apparel, and textile industries. After reaching a two-year trough in mid-October (6.6 percent), unemployment as a percent of the civilian work force shifted upward, following its normal winter seasonal pattern.

Civilian Work Force, Employment, Unemployment
and Unemployment Rate
Brockton, Massachusetts SMSA
1972

Month	Civilian Work Force	Employment	Unemployment	Unemployment Rate
January	63.3	57.6	5.7	9.0
February	63.8	57.7	6.1	9.6
March	64.8	58.5	6.3	9.7
April	65.4	59.2	6.2	9.5
May	64.6	59.8	4.8	7.4
June	66.6	60.5	6.1	9.2
July	65.3	59.4	5.9	9.0
August	65.9	60.4	5.5	8.3
September	64.8	60.2	4.6	7.1
October	65.2	60.9	4.3	6.6
November	65.8	61.0	4.8	7.3
December	65.7	60.7	5.0	7.6
Average	65.1	59.7	5.4	8.3

Brockton SMSA
Unemployment Rate
1969-1972

Rate



During the week ending December 19, 1972, a sample analysis of 2,778 regular claims for total unemployment was undertaken at the Brockton DES office. The survey results indicated that 62.8 percent of the claimants were male and 37.2 percent female. An analysis of the age of claimants revealed that 19.0 percent were under 25 years of age; 43.8 percent, 25-44 years old; 21.5 percent, 45-59 years old; and 15.7 percent, 60 years of age and older.

Workers last employed in the construction trades represented nearly one-fourth (24.8 percent) of all claimants. Many of these men last reported to jobs outside of the SMSA. More than one person in five was an idled wholesale and retail trade worker (21.5 percent). A relevant number of claims emanated from the service industries (9.1 percent). The manufacturing sector accounted for 34.7 percent of all claims. Industries with the highest number of claimants were transportation equipment (6.7 percent), leather and leather products (5.6 percent), apparel (5.0 percent), and electrical machinery (3.1 percent). The idled transportation equipment workers invariably came from General Dynamics Inc. in Quincy. The massive layoffs at the plant are adversely affecting the lives of many area families. Employment should increase once production begins on a \$270 million contract for three liquified natural gas tankers. A large number of the leather claimants were elderly persons possessing outmoded skills. The needle trade workers were mainly women who were temporarily displaced due to seasonal fluctuations within the industry.

Only 17.4 percent of the sampled claimants both lived and last worked in the city of Brockton. A surprisingly high percentage of Brockton SMSA residents (55.5 percent) were found to have been last employed outside of the SMSA. Although this figure is inflated during the winter months because of the many construction workers who last held jobs outside of the SMSA, the out-commuting pattern of SMSA residents can still be expected to top 40.0 percent during any part of the calendar year. Consequently, economic factors in outlying areas, especially greater Boston, can have a severe impact on the Brockton SMSA claim load, even though these out-commuters are not recorded among the Brockton SMSA employed. An additional 7.4 percent of the sampled local office claimants both lived and last worked outside of the SMSA. These persons, however, are not listed among the SMSA unemployed.

The outlook for fiscal year 1974 indicates a slight alleviation of the area unemployment problem. The number of unemployed should fall to about 5,000 persons while the unemployment rate will drop below 8.0 percent. A slow improvement in the national economic posture will impede any rapid reduction in unemployment. If sufficient new industry could be enticed into the area, many displaced workers would be more readily absorbed into the labor force.

Claims Survey
Brockton, Massachusetts SMSA
Week Ending December 19, 1972

Category	% of All Claims	Male	Female
<u>All Claims</u>	<u>100.00</u>	<u>62.8</u>	<u>37.2</u>
Under 25 years	(19.0)	(65.2)	(34.8)
25-44 years	(43.8)	(66.0)	(34.0)
45-59 years	(21.5)	(42.3)	(57.7)
60 years and over	(15.7)	(78.9)	(21.1)
Construction	24.8	100.0	0
Wholesale & Retail Trade	21.5	46.2	53.8
Service	9.1	45.5	54.5
All Other Nonmanufacturing	9.9	59.2	40.8
Manufacturing	34.7	59.5	40.5
Transportation Equipment	(6.7)	(100.0)	(0)
Leather & Leather Products	(5.6)	(50.0)	(50.0)
Apparel	(5.0)	(22.2)	(77.8)
Electrical Machinery	(3.1)	(42.9)	(57.1)
All Other Manufacturing	(13.7)	(62.5)	(37.5)

Percentage Distribution of Claimants by Place of
Residence and Place of Last Employment
Brockton, Massachusetts SMSA
Week Ending December 19, 1972

	City of Brockton	Rest of SMSA	Outside of SMSA
City of Brockton	17.4	2.5	27.3
Rest of SMSA	5.0	14.9	22.3
Outside of SMSA	2.5	0.8	7.4

6. Universe of Need for Manpower Services

The "universe of need for manpower services" as defined by the Manpower Administration of the U. S. Department of Labor, represents the total number of unemployed and underutilized persons who will require employment-related assistance during the target year. The total is sub-divided into disadvantaged individuals, "other poor" persons not classified as disadvantaged, individuals in near-poverty, and "all other nonpoor" persons.

The "universe of need" for fiscal year 1974 indicates that 20,900 persons in the Brockton SMSA will be in need of employment-related assistance at some time during the fiscal year. The huge discrepancy from last year's fiscal 1973 projection of 27,100 is largely attributed to both a redefinition of the poverty level and the availability of 1970 U. S. Census data.

A total of 2,900 (13.9 percent) of the 20,900 persons projected to require manpower services for fiscal year 1974 will be classified as poor. Nearly four out of five poor persons (2,300) will be deemed disadvantaged. According to the Manpower Administration definition, the term disadvantaged is applied to a poor person or member of a poor family (annual income for a nonfarm family of four not in excess of \$4,000) who does not have suitable employment and fits at least one of the following categories: a school drop-out; a member of a minority group; under 22 years of age; 45 years of age or older; or handicapped. Assistance will be required for 600 "other poor" individuals who do not meet the criteria of the disadvantaged.

The 18,000 individuals in the nonpoor category will include 4,700 who are in near-poverty and 13,300 "other nonpoor". Persons at the near-poverty level requiring employment-related assistance are members of families whose income surpasses the designated poverty level but falls short of the level designated for the nonpoor (between \$4,001 and \$4,900 for a nonfarm family of four). The "other nonpoor" represent 63.3 percent of the total "universe of need." These individuals are members of families with incomes above the near-poverty level, but who may require employment-related assistance during the fiscal year because they are either unemployed or underutilized.

According to the Employment Security Automated Reporting System (ESARS) data, on December 31, 1972, 68.1 percent of the job applicants on file at the Brockton DES office were male and 31.9 percent female. More than half the applicants (50.7 percent) were between 22 and 44 years of age, while 25.9 percent were under 22 years of age, and 23.4 percent were 45 years of age and older. Approximately three out of five applicants (61.1 percent) had completed high school, 35.3 percent terminated their education between the eighth and eleventh grades, and 3.6 percent finished no higher than the seventh grade. A further breakout revealed that 3.4 percent of the applicants were black and 1.4 percent had Spanish surnames. Nearly one-third (32.5 percent) of the applicants were veterans, while 14.4 percent were determined to be disadvantaged, and 9.3 percent were considered handicapped.

Plan of Service Manpower Data Summary
Brockton, Massachusetts SMSA

Base Period Used CY 1972

For Fiscal Year 1974

Item	Number of Individuals State or Area Total *
1. Total Civilian Population (as of <u>1970</u>) #	189,820
a. Age Distribution:	
16 through 21 years	18,576
22 through 44 years	53,655
45 years and over	54,313
b. Members of Minority - Total	5,191
16 years and over	3,129
2. Total Civilian Work Force (12 month average for year CY 1972)	65,100
a. Employed, Total (12 month average)	59,700
(1) Nonfarm Wage and Salary Workers	53,000
b. Unemployed (12 month average)	5,400
(1) Unemployment Rate	8.3
3. Universe of Need for Manpower Services for Fiscal Year Ending 1974 (From Table 1) Number of different individuals in year	20,900
a. Poor	2,900
(1) Disadvantaged	2,300
(2) Other Poor	600
b. Non-Poor	18,000
(1) Near poverty	4,700
(2) All Other Non-Poor	13,300
4. Unemployed & Underutilized Disadvantaged: by Category (12 month average) from Table 1	2,300
a. Unemployed	600
b. Underutilized	1,700
(1) Employed part-time for economic reasons	400
(2) Employed full-time, but with family income at or below poverty level	700
(3) Not in labor force but should be	600
5. Welfare Recipients	600
6. Estimated School Dropouts (Forecast Period)	500
7. Estimated Number of Veterans Needing Manpower Services (Forecast Period)	1,500
a. Number of Vietnam-Era Veterans Needing Manpower Services (Forecast period)	600
8. Estimated Number of Minorities Needing Manpower Services	1,100
9. Total No. of different individuals unemployed during the year	15,000
# Rounded to 100	* Based on 1970 Census Data

7. Characteristics of the Disadvantaged

Estimates indicate that 600 of the 2,300 disadvantaged individuals in the Brockton SMSA will be totally unemployed during fiscal year 1974. The remaining 1,700 disadvantaged will be classified among one of three categories of underutilized. It is anticipated that 400 persons will be employed part-time for economic reasons (less than 35 hours per week). An additional 700 workers will be employed full-time, but with family income at or below poverty level. The remaining 600 individuals will not be in the labor force but should be, assuming that certain barriers to employment can be removed.

The jobs held by poor family heads tend to be concentrated in the low-skilled occupations. The relatively low wage compensation forces these employed family heads into poverty status. A large family finds it more arduous to escape the poverty stigma since a much higher income level must be attained (a nonfarm family of eight must have an annual family income in excess of \$6,550). During fiscal year 1974 it is expected that employment-related assistance will be furnished to 600 general relief recipients. The local DES office was scheduled to issue 380 general relief checks for December 1972. Since welfare recipients must first report to the DES office to be interviewed for possible employment, only 314 checks were actually issued. It is estimated that 550 persons (most of whom are AFDC mothers) will be potentially employable under the Work Incentive Program (WIN).

The 1970 U.S. Census indicates that there were 2,425 nonwhites and 704 persons of Spanish descent in the Brockton SMSA. By definition, any poor minority group member without suitable employment is characterized as disadvantaged. A disproportionately large percentage of minority members fit this criterion. These individuals are frequently concentrated in the core city areas and are beset with problems of high unemployment, low incomes, and insufficient schooling. Those registered with the local DES office are often classified as hard-to-place applicants. The severe problems are compounded for many Spanish speaking residents by an inability to master the English language.

According to the 1970 U. S. Census, 18,576 persons in the Brockton SMSA were between 16 and 21 years of age and 54,313 persons were 45 years of age and older. Members of these two age groups can fit the definition of disadvantaged when they are both poor and lacking suitable employment. Disadvantaged members of the younger groups are usually limited in job skills and work experience and often lack a satisfactory record of educational attainment. The older disadvantaged are frequently hindered by outmoded skills and an educational deficiency.

An estimated 500 youngsters will become school drop-outs during fiscal year 1974, with only a small percentage expected to return to school at some future date. Many of the drop-outs will seek employment-related assistance at some time during the fiscal year. Many others who secure employment become dissatisfied with their menial jobs and meager wages, and eventually seek assistance.

The cease-fire in Vietnam will create a new pool of veterans who lack specialized job skills and training. The number of veterans estimated to require manpower-related assistance during fiscal 1974, however, will be greatly reduced because of the major military troop reductions during the past couple of years. The unemployed veterans during fiscal year 1974 will not be recently discharged veterans but veterans who for the most part have endured a spell of long-term unemployment.

8. Characteristics of Individuals Other Than the Disadvantaged
in the Universe of Need for Manpower Services

There will be approximately 18,600 nondisadvantaged individuals in the Brockton SMSA who will require manpower-related assistance during fiscal year 1974. Only 600 of these individuals will be classified as "other poor". The remaining nonpoor individuals will be categorized as either near-poverty (4,700), or "other nonpoor" (13,300).

Many nondisadvantaged workers are involved in fluctuating industries such as leather, apparel, textiles, and electrical machinery. The decline in the shoe industry has left many unemployed older workers who possess obsolete skills. The individuals who have not been forced into retirement will have to be re-trained. The apparel industry is inundated with women who have come to expect unemployment compensation as a supplement to their regular income.

Numerous construction workers require assistance in locating temporary or part-time work during the winter months. The inclement weather precludes much outdoor activity within the construction trades. Some workers, however, prefer to collect unemployment compensation until the warmer weather exerts itself.

Seasonal factors also limit the employment opportunities of trade and service workers. Students can frequently obtain summer employment but other out-of-school youths may require assistance in securing year-round jobs because of inadequate skills and insufficient education. Students, housewives, and retired persons can find full and part-time work during the pre-Christmas period. Trade workers may encounter a tenuous situation when seeking employment during the January thru March interval. The situation will be most critical for elderly female workers seeking much needed part-time jobs.

Although some employment opportunities will emanate from the professional and technical field, jobs will remain in short supply, especially in the defense-oriented industries. Employment-related assistance is currently being provided by the Professional Employment Center in Waltham.

9. Barriers to Employment

a. Lack of Suitable Job Openings The paucity of desirable job openings is a major obstacle to employment. Although many job orders are on file at the local DES office, applicants often find that the jobs do not fit their needs and desires. Conversely, desirable positions frequently remain unfilled because the applicants do not possess the necessary qualifications. It is imperative that job openings be created which better match the abilities and desires of the potential job applicant.

b. Skills Many disadvantaged persons are concentrated in declining occupational areas in which limited employment opportunities exist. These unskilled workers are stifled by their inability to adapt to the shifts in demand for various skills. It has been determined that the high school graduates with the lowest skill levels and those who do not have any advanced education, are most predominant in the regional work force. Those persons with the more proficient skills and advanced training tend to seek work outside of the Brockton SMSA. Vocational training and adult education can afford the unskilled individual the opportunity to secure a meaningful job.

c. Language Language problems afflict many Spanish speaking residents of the Brockton SMSA. An inability to communicate effectively in English can prove to be an insurmountable barrier in competing for worthwhile jobs. Many Spanish speaking persons are able to secure employment, although it is often the low-paying, menial jobs, for which other applicants are deterred from applying. The rapid growth of the Brockton Spanish community in recent years shows no tendency towards abatement. The city's Spanish center, the Asociacion San Martin de Porres, has organized several English language classes to help ease the transition for the adult members of the community. More effort will have to be undertaken to assimilate these persons into the mainstream of community life.

d. Transportation The lack of an adequate public transportation system poses a further burden to employment. The situation is compounded by the fact that many lucrative jobs are situated at inaccessible locations. Unless a qualified applicant has his own mode of transportation, he must forsake these jobs. Since the poor family often cannot afford an automobile, competition is confined to the low-paying jobs within one's own locale.

e. Lack of Day-Care Facilities Another problem which has not been resolved is the insufficient number of day-care centers for the children of Brockton's working mothers. If these female heads of families are to receive employment and training opportunities, provisions must be made to free them from the care of children during working hours. One aspect that must not be neglected is the lure of decent paying jobs to entice these mothers into the work force.

f. Drug Dependency and Alcoholism Drug and alcoholic related problems continue to register a menace in the Brockton SMSA. One positive note is a report by the Brockton Police Department Narcotics Division that hard drugs and hallucinogenics are on the decline. While drug-dependency is an affliction of the young, alcoholism usually affects an older segment of the population. Drug treatment programs and drop-in centers can serve a vital function in helping to salvage the drug-user or alcoholic before his potential productivity is exhausted.

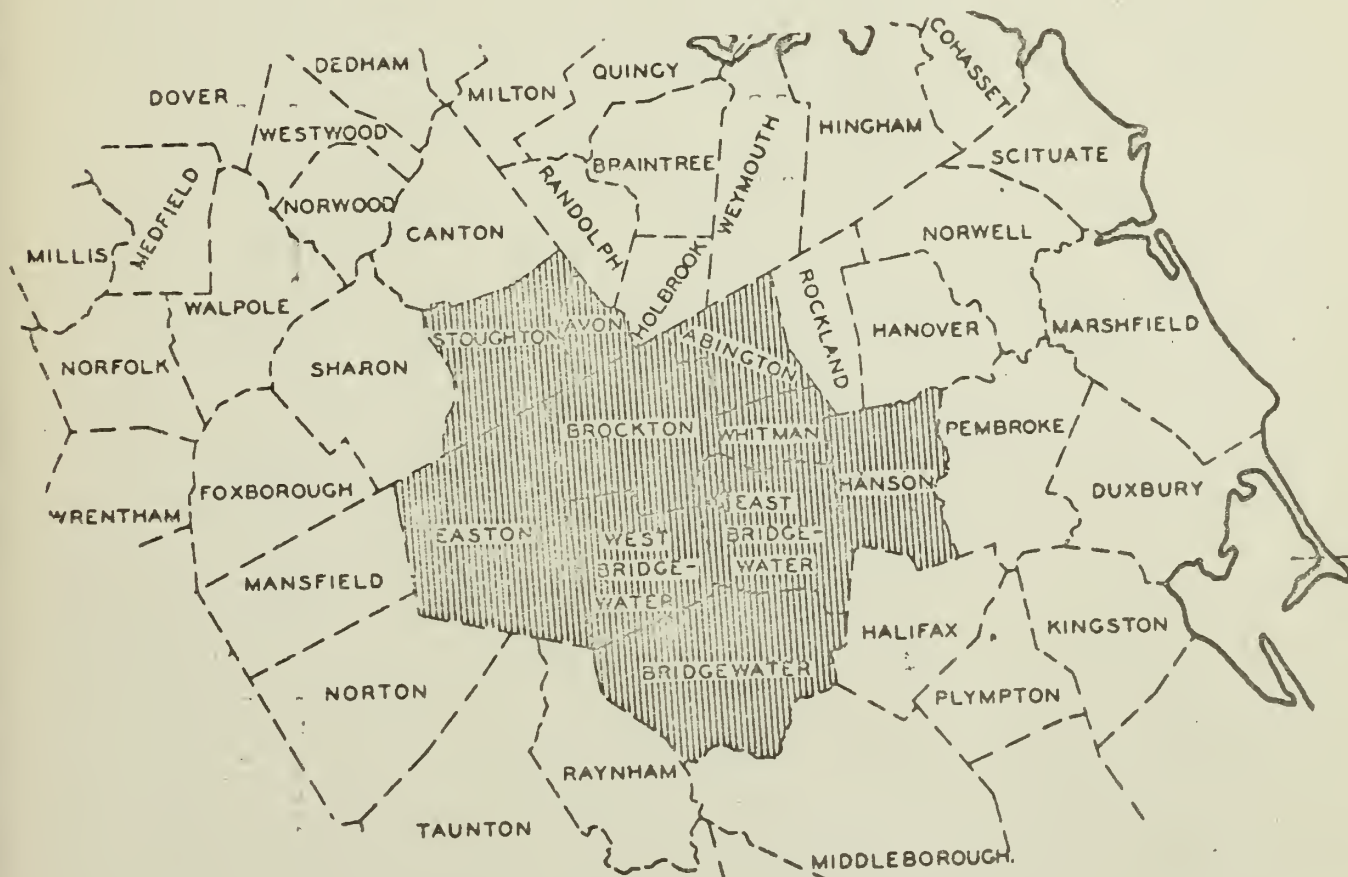
Table 1

Universe of Need for Manpower Services

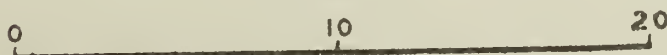
Fiscal Year 1974

Brockton, Massachusetts SMSABase Period Used CY 1972

	Number of Individuals	
	Base Period CY 1972	Planning Assumptions for FY 1974
	I	II
1. Total Universe of Need for Manpower Services (Number of different individuals in year)	21,984	20,900
a. Poor	3,165	2,900
(1) Disadvantaged	2,559	2,300
(2) Other Poor	606	600
b. Nonpoor	18,819	18,000
(1) Near-Poverty	4,989	4,700
(2) All other Nonpoor	13,830	13,300
2. Unemployed and Underutilized Disadvantaged, Total	2,559	2,300
a. Unemployed	688	600
b. Underutilized	1,871	1,700
(1) Employed part-time for economic reasons	464	400
(2) Employed full-time but with family income at or below poverty level	769	700
(3) Not in labor force but should be	638	600
3. Total Number of Different Individuals Unemployed in Year.	16,200	15,000



THE COMMONWEALTH OF MASSACHUSETTS
DEPARTMENT OF COMMERCE AND DEVELOPMENT
DIVISION OF PLANNING
SCALE IN MILES



ANNUAL MANPOWER PLANNING REPORT

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January 1974



Brockton, Massachusetts SMSA

THE COMMONWEALTH OF MASSACHUSETTS
DIVISION OF EMPLOYMENT SECURITY
RICHARD C. GILLILAND, DIRECTOR
AFFILIATED WITH MANPOWER ADMINISTRATION
U.S. DEPARTMENT OF LABOR

ANNUAL MANPOWER PLANNING REPORT

JANUARY 1974

STANDARD METROPOLITAN STATISTICAL AREA

BROCKTON, MASSACHUSETTS

Prepared by:

Elliot A. Winer, Labor Market Economist

Research Department

Massachusetts Division of Employment Security

Charles F. Hurley Building

Government Center,

Boston, Massachusetts 02114

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1. Highlights and Conclusions

According to U.S. Census figures, the population of the Brockton SMSA jumped from 149,458 in 1960 to 189,820 in 1970 (+27.0 percent). The 22.3 percent population growth of the city of Brockton surpassed that of any other New England city. Each of the nine surrounding towns recorded a population boost of over 15.0 percent.

Nonagricultural wage and salary employment in the Brockton SMSA climbed from 53,000 in 1972 to 54,000 in 1973. Nonmanufacturing job rolls continued to expand (+1,100) while factory employment remained virtually the same (-100).

The 700-worker decline in nondurable goods was mitigated by a 600-worker rise in hard goods. The slumping leather goods industry exemplifies the problems besetting the former segment, while favorable developments in electrical components have contributed to the job advances in durable goods. The forecast for fiscal year 1974 is obscured by many contingencies, not the least of which is the impact of the present energy crisis.

Unemployment jumped from 5,400 in 1972 to 6,000 in 1973, while unemployment as a percent of the civilian work force edged up from 8.3 percent to 9.0 percent. More than 40 percent of the local office claimants last worked outside of the SMSA.

There were 263 unfilled job openings on file at the Brockton DES office at the close of 1973, with more than half having been available for 30 days or more. Job openings were most prevalent in the miscellaneous (61), bench work (52), and machine trade (51) groupings.

The barriers to employment encountered by area job seekers include a lack of suitable job openings, limited job skills, language problems, transportation difficulties, a lack of day-care facilities, and drug-dependency and alcoholism.

It is estimated that 26,600 persons will be in the "universe of need for manpower services" during fiscal year 1975. The total includes 3,100 disadvantaged, 700 "other poor", 5,800 near-poverty, and 17,000 "other nonpoor". The components of the disadvantaged consist of 850 unemployed, 500 employed part-time for economic reasons, 850 employed full-time but with earnings which do not raise the family income above the poverty level, and 900 who are not in the labor force but should be.

2. Description of Area

a. Definition of Area

The Brockton Standard Metropolitan Statistical Area is located in South-eastern Massachusetts. It is comprised of the city of Brockton, and the towns of Abington, Bridgewater, East Bridgewater, Hanson, West Bridgewater, and Whitman, in Plymouth County, the town of Easton in Bristol County, and the towns of Avon and Stoughton in Norfolk County. The Brockton SMSA is bordered on the north and the east by the towns of the Boston SMSA.

b. Economic Developments and Outlook

The Department of Labor placed the Brockton SMSA in a "D" labor supply category throughout the year 1973. A "D" area is an area of substantial unemployment in which the rate of unemployment falls within the 6.0 to 8.9 percent range. According to the latest Department of Labor statistics, the Brockton SMSA is one of only 30 of 150 regularly classified major employment centers that have been placed in group "D". Only 3 major labor areas were classified in a worse grouping.

The nonmanufacturing sector continued to expand during 1973. Growth in the trade and service industries remained unabated as new shopping areas, fast-service restaurants, theatre complexes and the like sprang up throughout the area. Positive expansion has occurred on two area campuses with more construction in the offing. A \$1.3 million college center was dedicated in October at Stonehill College. The multi-purpose structure included a gymnasium, FM radio station, student publication offices, and an arts and crafts workshop. Funds have now been released for the \$9.6 million phase two building program at Massasoit Community College. Construction could commence in March on a fine arts building, administration building, field house, and two new classroom structures. The new State hospital for the criminally insane at the Massachusetts Correctional Institute in Bridgewater is now completed. The facility should be fully operational within a few months. A satellite program of the Brockton multi-service Health Center is now serving residents of the three Bridgewater. The center offers a broad base of much needed social services. Operations will commence in late spring at the new building of the Brockton multi-service Health Center.

While overall manufacturing employment stagnated during the past year, the durable goods sector exerted a positive growth, attributed in large part to a rebound from the defense cutbacks of a few years ago. The enthusiasm derived from this positive movement, however, was modulated by the rapidly deteriorating state of the soft goods.

The potential impact from the existing fuel shortage currently poses an enigma. A long-term continuation of the existing crisis could forebode dire consequences for many sectors of the economy. It is imperative that optimum effort be undertaken to entice new and viable industry into the Brockton area. In this way many displaced workers could be absorbed into the local labor force.

Civilian Work Force, Employment, Unemployment
and Unemployment Rate
Brockton, Massachusetts SMSA
1973
(in 000's)

Month	Civilian Work Force	Employment*	Unemployment	Unemployment Rate
January	64.3	58.7	5.6	8.7
February	64.6	58.8	5.8	9.0
March	64.4	58.8	5.6	8.7
April	65.0	59.6	5.4	8.3
May	66.1	60.3	5.8	8.8
June	68.5	61.7	6.8	9.9
July	67.1	59.9	7.2	10.7
August	67.5	61.1	6.4	9.5
September	67.4	61.6	5.8	8.6
October	67.9	62.4	5.5	8.1
November	68.4	62.7	5.7	8.3
December	68.2	62.1	6.1	8.9
Average	66.6	60.6	6.0	9.0

* Includes labor-management disputes

c. Population and Labor Force Characteristics and Trends

According to the 1970 U.S. Census, the population of the Brockton SMSA jumped from 149,458 in 1960 to 189,820 in 1970 (+27.0 percent). The non-white population during this same interval sprung up from 2,058 in 1960 to 3,956 in 1970 (+92.2 percent). When the 1,235 persons of Spanish language are added to the nonwhite population, the SMSA tallies a minority group count of 5,191 persons, accounting for 2.7 percent of the entire area population. Females outnumber males in the Brockton SMSA by 5,246 (97,533 to 92,287). The 15-19 year old age group represented the largest percentage increase (56.9 percent) while the under five year old age group accounted for the smallest population shift (6.6 percent). The unrestrained population growth since 1970 contributes to the inflation of unemployment rolls, as a lack of viable industry exists which can absorb the surplus.

The population of the city of Brockton moved from 72,813 in 1960 to 89,040 in 1970 (+22.3 percent), representing the largest growth of any New England city. Brockton is currently the tenth ranking city in Massachusetts. Every town in the Brockton SMSA has surpassed the rate of growth for the state (10.5 percent) and the nation (13.3 percent). The population leap of the nine towns ranged from 15.1 percent in Bridgewater to 63.6 percent in Whitman.

Population Trends 1960-1970 Brockton, Massachusetts SMSA

	U.S.Census 1970	U.S. Census 1960	Percent Increase 1960-1970
Brockton SMSA - Total	189,820	149,458	27.0
Abington	12,334	10,607	16.3
Avon	5,295	4,301	23.1
Bridgewater	11,829	10,276	15.1
Brockton	89,040	72,813	22.3
East Bridgewater	8,347	6,139	36.0
Easton	12,157	9,078	33.9
Hanson	7,148	4,370	63.6
Stoughton	23,459	16,328	43.7
West Bridgewater	7,152	5,061	41.3
Whitman	13,059	10,485	24.5
State Population	5,689,170	5,148,578	10.5
U.S. Population	203,185,000	179,323,175	13.3

Brockton, Massachusetts SMSA
Population Breakdown According to Race,
Age Group, Sex and Ethnic Distribution

	U.S. Census 1960	U.S. Census 1970	Percent Increase 1960-1970
<u>Total Population</u>	<u>149,458</u>	<u>189,820</u>	<u>27.0</u>
Race			
White	147,400	185,864	26.1
Nonwhite	2,058	3,956	92.2
(Black)	(1,806)	(3,260)	(80.5)
(Other)	(252)	(696)	(176.2)
Age Group			
Under 5	17,828	19,003	6.6
5-14	28,521	40,763	42.9
15-19	10,418	16,342	56.9
20-64	76,413	95,932	25.5
65 and over	16,278	17,783	9.2
Sex			
Male	73,391	92,287	25.7
Female	76,067	97,533	28.2
Ethnic Distribution			
Total Foreign Stock	50,402	50,414	0.02
Partial Breakdown			
Canada	12,171	11,855	- 2.6
Italy	7,456	7,224	- 3.1
Ireland	5,966	5,447	- 8.7
United Kingdom	4,787	4,077	-14.8
Sweden	3,851	2,773	-28.0
Poland	2,289	2,070	- 9.6
Portugal	2,283	xx	xx
U.S.S.R.	2,109	2,381	12.9
Germany	1,037	1,293	24.7
Persons of Spanish Language	xx	1,235	xx

3. Employment Developments and Outlook by Industry

Between 1972 and 1973, nonagricultural wage and salary employment in the Brockton SMSA climbed from 53,000 to 54,000. An upward trend has persevered through the past decade (12,600 since 1963), with the lone exception being a 700-worker dip between 1970 and 1971. Nearly the entire upswing was posted in the nonmanufacturing sector as the inexorable expansion of job rolls remained unabated (+12,500). Manufacturing employment was virtually unchanged from ten years ago. Although the factory sector reflected only a negligible advance (15,200 to 15,300), the general vicissitudes of the economy caused much fluctuation in job levels. Manufacturing employment stood at its zenith (18,100) in 1966 and 1967 but soon tumbled to its nadir (15,100) in 1971. The past year mirrored the long-range trend. While nonmanufacturing witnessed an unequivocal reinforcement of job rolls (+1,100), manufacturing employment stagnated (-100). The recent factory doldrums, however, are concentrated in the nondurable goods segment as employment has shrunk by 700 from one year ago. Conversely, hard goods were bolstered by 1,000 workers during the last two years.

The electrical machinery industry is the prime reason for the hike in durable goods jobs during the last few years. Employment has bounced back from the depressed levels of late 1970 and 1971, and now numbers more workers than during the prolific year of 1968. The emphasis of the industry has now shifted to the development of electrical components. Two such firms resulted in more than 300 of the nearly 500-worker increase between mid-December 1972 and 1973. The demand for new machines and replacement parts has resulted in a gradual employment upswing in the last two years. Approximately 80 persons have been added to payrolls since December 1973 with employment now approximating that of the pre-defense cutback period. A continuation of the energy crisis, however, could result in a sharp curtailment of job orders in certain fuel dependent industries. Negligible job gains have been recorded in fabricated metals while certain smaller industries registered minor employment losses. Although General Dynamics Inc. in Quincy is not part of the Brockton SMSA, it is one of the largest employers of area residents. Employment at the Shipyard peaked at over 8,000 during 1970, tumbling to a low of approximately 2,400 at mid-September 1973. Contracts for development of liquified natural gas tankers has resulted in a recent employment rise of roughly 100 workers monthly. The firm anticipates that employment will reach 3,500 by this summer and 4,500 by the middle of 1975. The Hesse-Eastern Division of Norris Industries Inc., has announced plans to expand its 60,000 square-foot plant by 30,000 square-feet annually for the next four years. The Brockton division of the firm will be involved in the manufacturing of various commercial appliances. The expansion is expected to stabilize the employment picture at the facility, which has specialized in the production of military hardware.

The leather and leather products industry continued to slump badly. Employment slipped from 3,500 to 3,100 between 1972 and 1973. Job levels were as high as 5,900 as recently as 1966. The crippling factory closings of early 1971 caused employment to plunge by 1,000 during that year alone. Although the industry is still the leading soft goods employer, its future competitive position is in much jeopardy. The local shoe industry has already lost out on the low-priced footwear business. While cheap foreign imports have certainly impeded the normal functioning of the industry, the major problems lie much deeper. An unwillingness to plow back profits into research and equipment has permeated the industry in past years. Long-term survival will rely on modernizing equipment, diversifying product lines, and better forecasting of changing styles. The apparel and rubber and plastic industries have lost approximately 100 workers each since mid-December 1972. Erratic styling changes cause much fluctuation within the needle trades. The yearly decline was the result of recent layoffs at a few dress firms. Layoffs at both a rubber and a plastics firm caused the decline in that segment. The plastics industry is especially vulnerable to the energy crisis, since it is a petroleum-based industry. Smaller losses were posted in the textile, paper and allied products, and food product industries. The Frito-Lay Inc. has expressed an interest to purchase 2.67 acres of land in the municipal industrial park. The potato chip firm would construct an 8,125 square-foot sales and distribution center.

All segments of nonmanufacturing except construction amassed job gains from the previous year. Wholesale and retail trade, services, and government each witnessed a 300-worker increase. Since 1963 the three industries have jumped by 34.0 percent, 86.0 percent, and 51.6 percent respectively.

Brockton, Massachusetts SMSA
Civilian Work Force Annual Average 1963-1973
(in 000's)

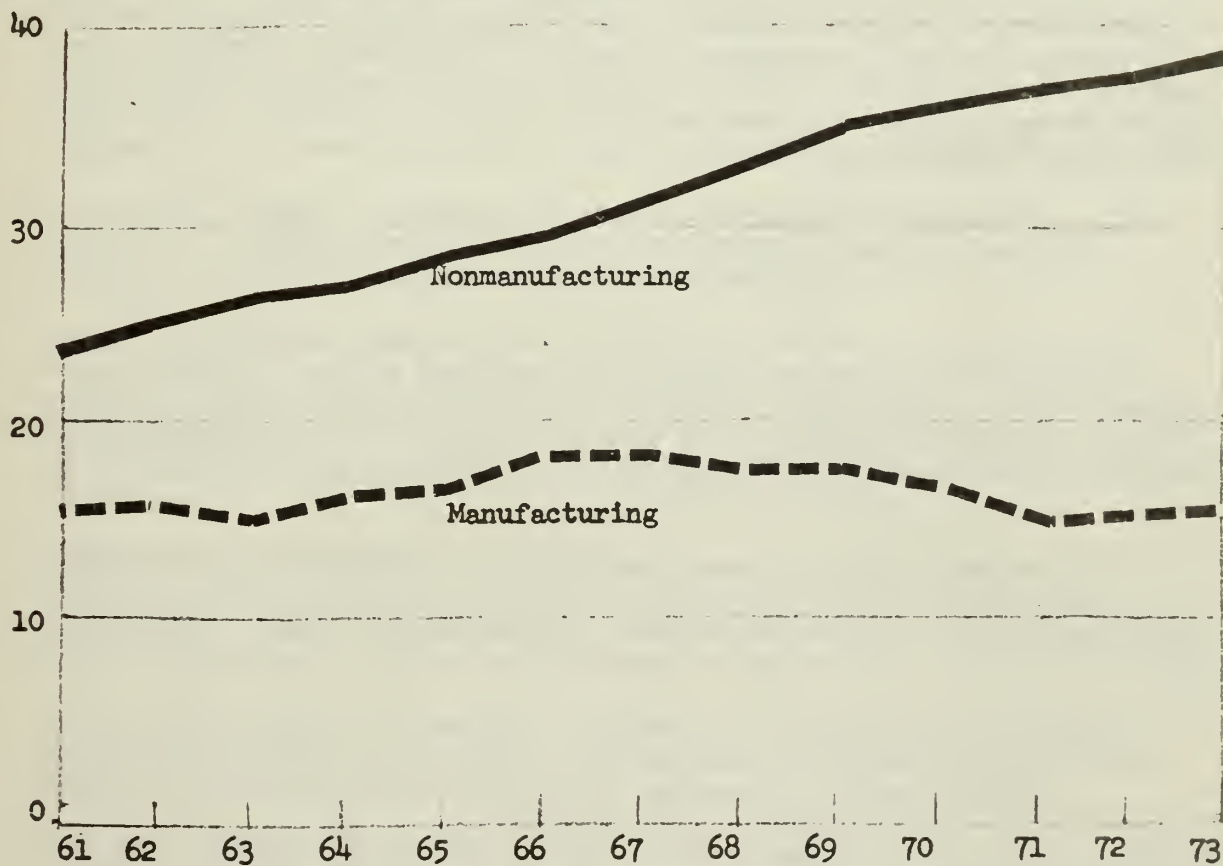
Item	1963	1964	1965	1966	1967	1968	1969	1970	1971	1972	1973
Civilian Work Force	52.5	53.6	55.4	57.5	58.6	59.8	61.4	63.5	64.2	65.1	66.6
Unemployment Percent of Work Force	4.0 7.6	3.6 6.7	3.1 5.6	2.6 4.5	2.7 4.6	2.4 4.0	2.5 4.1	4.1 6.5	5.5 8.6	5.4 8.3	6.0 9.0
Employment - Total	48.3	50.0	52.3	54.9	55.9	57.3	58.9	59.3	58.7	59.7	60.6
Nonagricultural Wage and Salary [#]	41.4	43.0	45.3	47.8	49.0	50.6	52.3	52.8	52.1	53.0	54.0
Manufacturing - Total	15.2	16.1	16.8	18.1	18.1	17.6	17.6	16.8	15.1	15.4	15.3
Durable Goods	4.6	4.7	5.0	5.7	5.8	5.9	6.2	5.5	5.0	5.4	6.0
Nondurable Goods	10.6	11.4	11.8	12.4	12.3	11.7	11.4	11.3	10.1	10.0	9.3
Leather & Leather Products	5.6	5.7	5.8	5.9	5.7	5.4	5.0	4.7	3.7	3.5	3.2
Other Nondurable Goods	5.0	5.7	6.0	6.5	6.6	6.3	6.4	6.6	6.4	6.5	6.1
Nonmanufacturing - Total	26.2	26.9	28.5	29.7	30.9	33.0	34.7	36.0	37.0	37.6	38.7
Contract Construction	1.8	1.9	2.0	2.1	1.8	2.0	2.1	2.1	1.9	2.0	2.0
Trans., Comm., & Utilities	2.6	2.7	2.9	2.9	3.1	3.1	3.4	3.9	4.0	4.1	4.2
Wholesale & Retail Trade	10.0	10.0	10.7	11.2	11.5	12.1	12.7	12.9	13.1	13.1	13.4
Finance, Ins., & Real Estate	1.3	1.3	1.4	1.3	1.3	1.3	1.4	1.5	1.5	1.5	1.7
Services, Misc. Mining	4.3	4.7	4.9	5.3	5.8	6.7	7.2	7.3	7.6	7.8	8.0
Government	6.2	6.3	6.6	6.9	7.4	7.8	7.9	8.3	8.9	9.1	9.4
All Other Nonagricultural Employment ^{1/}	5.8	5.9	5.8	5.9	5.8	5.6	5.5	5.4	5.5	5.6	5.5
Agriculture	1.1	1.1	1.2	1.2	1.1	1.1	1.1	1.1	1.1	1.1	1.1
Persons Involved in Labor Disputes	0.2	0	0	0	0	0.1	0	0.1	0	0	0

[#] Source: BLS Current Employment Series

^{1/} Nonagricultural self-employment, unpaid family workers and domestic workers in private households

Manufacturing and Nonmanufacturing Employment
Brockton SMSA
1961-1973

Thousands



4. Employment Developments and Outlook by Occupation

On December 28, 1973, 263 unfilled job openings were listed at the local office for various positions within the Brockton SMSA. More than half of the openings had been available for 30 days or more while nearly 40 percent were in the \$2.00 to \$2.50 an hour salary range. The most prolific number of openings occurred in the miscellaneous occupational category (61). The positions of packager (33) and store laborer (25) were the most abundant. Despite the preponderance of job applicants, nominal pay scales and dismal advancement opportunities deter many individuals from expressing an interest in these jobs. Job opportunities in the bench work occupations stood at 52. A copious supply of openings continues to exist for the various classes of sewing machine operators in the leather and garment industries. These long-term openings persist because of the stigma of the "sweat shop" image which eschews many potential applicants.

A plentiful supply of openings permeate the machine trades (51). The paucity of qualified applicants has perpetuated numerous long-term openings for machinists and machine operators (15).

Clerical and sales positions numbered 31. A modicum of unfilled jobs were listed for a wide spectrum of salesmen, as well as bookkeepers, shipping clerks, general office clerks, and clerk-typists. Most openings remained unfilled not because of a dearth of applicants but as a result of poor monetary compensation and competition from the attractive Boston market.

Employment opportunities for waitresses were included among the 23 service jobs. Low wage rates and inaccessible location were the prime deterrents. Jobs for dishwashers, hospital attendants, and housekeepers had the additional onus of being deemed undesirable and limited in scope.

The 16 structural work openings included jobs for licensed plumbers, carpenters, sheet metal workers, and welders. The lack of qualified applicants was the major drawback to employment in these fields.

The MDTA program has trained persons for employment in shortage occupations. Courses either recently concluded or currently in operation include: cooking, clerical, nurse aide, electrical appliance service and repair, television service and repair, and gasoline engine repair. A course in welding has been approved but not yet started.

Continued expansion in the nonmanufacturing sector should result in additional trade and service oriented jobs during fiscal year 1975. Clerical and sales personnel will be required to staff new and expanding facilities. Job opportunities will favor the skilled and semi-skilled, while the unskilled worker will find his options more limited than ever. The exact duration and impact from the energy crisis cannot at this time be determined. A myriad of workers could potentially lose their jobs, suffer temporary layoffs, or endure shortened workweeks. Persons with such diverse occupations as plastics worker, millworker, roofer, auto dealer, auto mechanic, travelling salesman, gasoline attendant, truck driver, and air conditioning maintenance man, can only view the future with much trepidation.

Unfilled Job Openings
Brockton, Massachusetts SMSA
December 28, 1973

Dot Code	Occupational Category	Unfilled Openings	
		Number	Percent
	Total All Occupations	263	100.0
0	Professional and Technical	5	1.9
1	Managerial	8	3.0
2	Clerical and Sales	31	11.8
3	Service	23	8.7
4	Farming, Fishing and Forestry	0	0
5	Processing	16	6.1
6	Machine Trades	51	19.4
7	Bench Work	52	19.8
8	Structural Work	16	6.1
9	Miscellaneous	61	23.2

5. Recent Trends in Unemployment

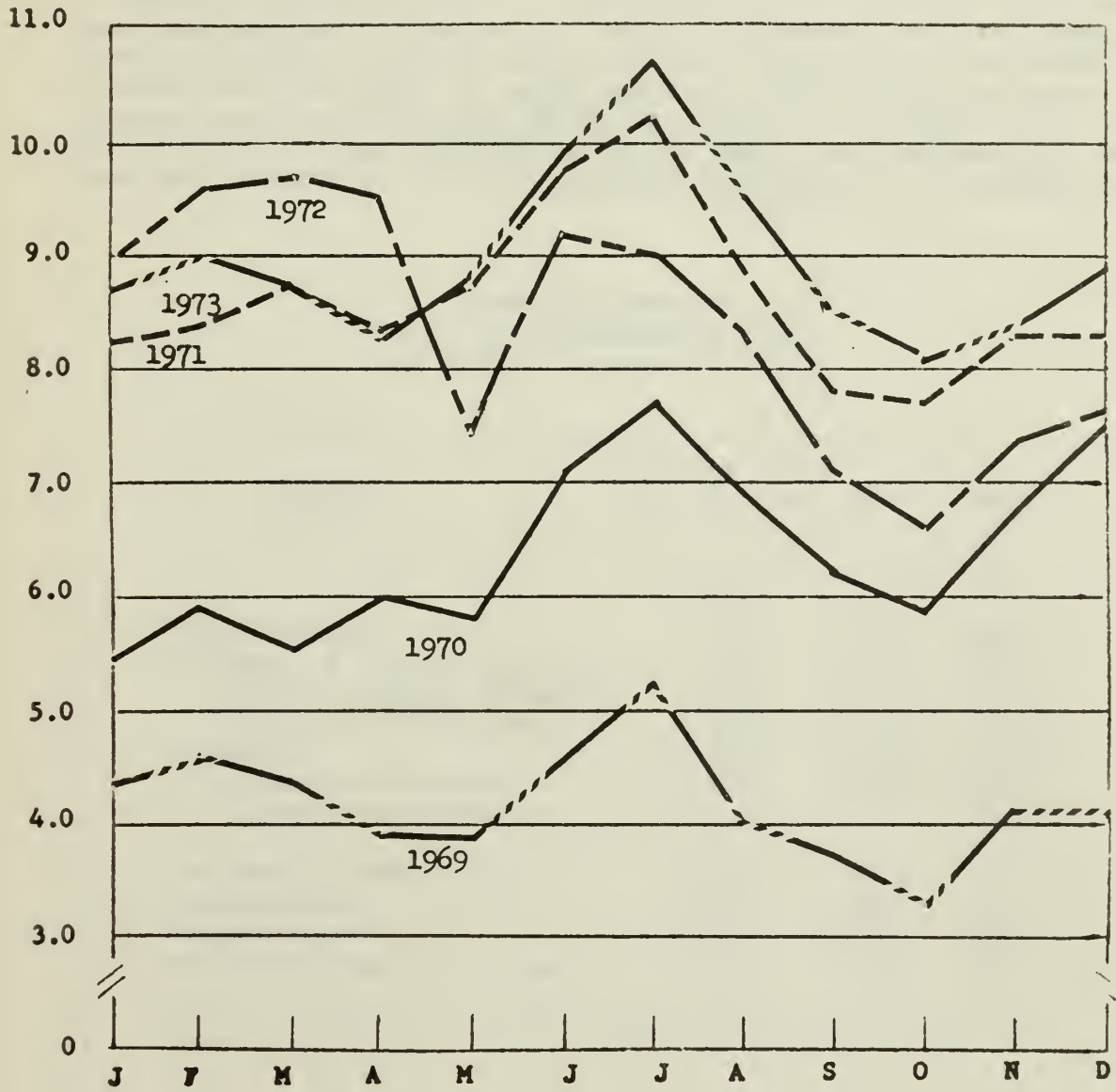
Between 1972 and 1973 average unemployment in the Brockton SMSA jumped from 5,400 to 6,000. Unemployment has catapulted by 140 percent from a nominal 1969 level of 2,500. During 1973, the annual rate of unemployment reached an apex of 9.0 percent. This figure contrasts sharply with the 8.3 percent rate of 1972 and the meager 4.1 percent of 1969.

Unemployment remained consistently high throughout the 12 months of 1973. The 7,200 unemployed and 10.7 percent rate of mid-July must be placed in its proper perspective. Unemployment rolls are inordinately affected by the sundry plant vacation shutdowns which are prevalent throughout the leather, electrical machinery, apparel, and textile industries. Individuals on unpaid vacations are deemed unemployed during their temporary hiatus. A second factor which causes an even greater inflation in the mid-June unemployment figures (6,800 and 9.9 percent) is the influx of students seeking both permanent and summer employment. These temporarily unemployed students must be discounted when analyzing the true labor market picture. Unemployment during the other ten months ranged from a low of 5,400 at mid-April to a high of 6,400 at mid-August. Unemployment as a percent of the civilian work force did not fall below 8.0 percent during any month of the calendar year. During the last eight months of 1973 both the number of unemployed and the rate of unemployment were well above the levels for the corresponding months of the previous year. A mild rebound in the hard goods sector initiated around the spring of 1972, caused a temporary abatement of soaring unemployment. Local economic woes were not alleviated, however, as most of the salutary effect was due to the recall of certain laid-off workers. During late 1972 and early 1973, the dormant economy precipitated a further upswing in unemployment.

An analysis of persons receiving benefit payments at the Brockton DES office was undertaken for the week ending December 22, 1973. The survey results indicated that 65.5 percent of the recipients were male and 34.5 percent female. Nearly one out of three payments (30.8 percent) were issued to persons last employed in the manufacturing industry, with former needle trade workers (6.1 percent) being the most prevalent. The idled garment employees were primarily females (78.2 percent) of all ages who were temporarily displaced because of seasonal fluctuations. Leather and transportation workers each accounted for 3.4 percent of all recipients. Elderly shoe workers with obviated skills predominated the former group, while the transportation workers invariably emanated from General Dynamics Inc. in Quincy. The flow of claimants from the Quincy shipyard has subsided as work has begun on contracts for liquified natural gas tankers. More than two out of five benefit payments were issued to persons last employed in wholesale and retail trade (22.3 percent) or construction (21.8 percent). Many men in the construction trades last worked in areas outside of the Brockton SMSA. Former service industry workers accounted for 11.3 percent of the total.

Brockton SMSA
Unemployment Rate
1969-1973

Rate



Only 80.4 percent of the Brockton office claimants for the week ending December 22, 1973 actually lived within the SMSA. A significant number of claimants emanated from the surrounding towns of Randolph (6.8 percent) and Rockland (5.5 percent). While 44.7 percent of the claimants lived in Brockton, no other town accounted for as much as ten percent of the total claim load. A sample survey of local office claimants revealed that over 40 percent of the Brockton SMSA residents were last employed outside the confines of the SMSA. The Brockton area is therefore highly dependent upon economic developments in outlying areas.

Benefit Payments
Brockton, Massachusetts SMSA
Week Ending December 22, 1973

Category	Percent of All Claims	Male	Female
Total	100.0	65.5	34.5
Manufacturing	30.8	61.0	39.0
Apparel & Related Products	(6.1)	(21.8)	(78.2)
Leather & Leather Products	(3.4)	(46.3)	(53.7)
Transportation Equipment	(3.4)	(91.5)	(8.5)
Textile	(2.1)	(45.8)	(54.2)
Electrical Machinery	(2.1)	(72.9)	(27.1)
All Other Manufacturing	(13.7)	(74.7)	(25.3)
Wholesale & Retail Trade	22.3	58.9	41.1
Construction	21.8	97.2	2.8
Services	11.3	41.1	58.9
All Other Nonmanufacturing	13.8	56.4	43.6

Distribution of Brockton Office Claimants by
Place of Residence
Week Ending December 22, 1973

Towns	Number of All Claims
Total	100.0
Brockton	44.7
Stoughton	8.3
Whitman	5.1
Abington	4.8
Bridgewater	4.4
East Bridgewater	3.2
Easton	3.2
Avon	3.0
West Bridgewater	2.4
Hanson	1.3
(Total SMSA)	(80.4)
Randolph	6.8
Rockland	5.5
Holbrook	3.0
Hanover	1.6
Pembroke	0.9
Halifax	0.5
Other	1.3

6. Universe of Need for Manpower Services

The "universe of need for manpower services" as defined by the Manpower Administration of the U.S. Department of Labor, represents the total number of unemployed and underutilized persons who will require employment-related assistance during the target year. The total is subdivided into disadvantaged individuals, "other poor" persons not classified as disadvantaged, individuals in near-poverty, and "all other nonpoor" persons. It is projected that 26,600 persons in the Brockton SMSA will be in need of employment-related assistance at some time during fiscal year 1975. There will be more than 2,000 additional individuals in the "universe of need" than those estimated for calendar year 1973.

The 3,800 poor persons will represent 14.3 percent of all individuals requiring manpower services, with better than four out of five being classified as disadvantaged. According to Manpower Administration definition, the term disadvantaged is applied to a poor person or member of a poor family (annual income for a nonfarm family of four not in excess of \$4,300), who does not have suitable employment and fits at least one of the following categories: a school drop-out; a member of a minority group; under 22 years of age; 45 years of age or older; or handicapped. Assistance will be required for 700 "other poor" individuals who do not meet the criteria of the disadvantaged.

The 22,800 nonpoor persons requiring manpower assistance can be divided into categories of near poverty (5,800) and "other poor" (17,000). The former group consists of those individuals whose family income surpasses the established poverty level but trails the plateau designated for the nonpoor (between \$4,301 and \$5,200 for a nonfarm family of four). The "other nonpoor" should constitute 63.9 percent of the entire "universe of need". They represent members of families whose income exceeds the near-poverty level but who as a result of unemployment or underutilization may require employment-related assistance at some interval during the fiscal year.

An analysis of Employment Security Automated Reporting System (ESARS) data as of December 31, 1973, revealed that 77.7 percent of the active job applicants were male and 22.3 percent female. Poor persons represented 17.1 percent of the total applicants, while 89.7 percent of the poor were classified as disadvantaged. The majority of applicants (58.6 percent) were between 22 and 44 years of age, with 17.1 percent under 22 years of age and 24.3 percent being 45 years of age or older. The total proportion of minority applicants was 4.6 percent, with 83.8 percent of the total being black and 12.6 percent containing Spanish surnames. More than half of all applicants were veterans (54.4 percent), with 45.5 percent of all veterans originating from the Vietnam-era.

Plan of Service Manpower Data Summary
Brockton, Massachusetts SMSA

Base Period Used CY 1973

For Fiscal Year 1975

Item	Number of Individuals	
	State or Area Total	
1. Total Civilian Population (as of 1970) 1/	189,820	
a. Age Distribution:		
16 through 21 years	18,576	
22 through 44 years	53,655	
45 years and over	54,313	
b. <u>Members of Minority-Total</u>	5,191	
16 years and over	3,129	
2. Total Civilian Work Force	66,600	
(12 month average for year CY 1973)		
a. Employed, Total (12 month average)	60,600	
(1) Nonfarm Wage and Salary Workers	54,000	
b. Unemployed (12 month average)	6,000	
(1) Unemployment Rate	9.0	
3. Universe of Need for Manpower Services		
for Fiscal Year Ending 1975 (From Table 1)	26,600	
(Number of different individuals in year)		
a. Poor	3,800	
(1) Disadvantaged	3,100	
(2) Other Poor	700	
b. Nonpoor	22,800	
(1) Near-poverty	5,800	
(2) All other nonpoor	17,000	
4. Unemployed & Underutilized Disadvantaged:		
by Category	3,100	
(12 month average) from Table 1		
a. Unemployed	850	
b. Underutilized	2,250	
(1) Employed part-time for economic reasons	500	
(2) Employed full-time, but with family income at or below poverty level	850	
(3) Not in labor force but should be	900	
5. Welfare Recipients	900	
6. Estimated School Dropouts (Forecast period)	500	
7. Estimated Number of Veterans Needing Manpower Services (Forecast period)	2,600	
7a. Number of Vietnam-Era veterans Needing Manpower Services -(Forecast Period)	1,200	
8. Estimated number of Minorities Needing Manpower Services	1,400	
9. Total Number of Different Individuals Unemployed During Year	19,800	
1/ 1970 Census Data		

7. Characteristics of the Disadvantaged

An estimated 850 disadvantaged persons will be totally unemployed during fiscal year 1975, while another 2,250 disadvantaged individuals will be recorded among one of three categories of underutilization. There will be 500 workers employed part-time for economic reasons (less than 35 hours per week). Another 850 disadvantaged will be employed full-time, whose family income is at or below poverty level. An additional 600 persons will not be in the labor force but should be, assuming that certain barriers to employment can be effaced.

According to Manpower Administration definition, any poor minority group member without suitable employment is characterized as disadvantaged. A disproportionately large percentage of the approximate 5,000 Brockton SMSA minority population meet this criterion. These nonwhite and Spanish-speaking persons dominate the inner city areas. They are often beset with problems of high unemployment, substandard housing, low incomes, insufficient schooling, and a paucity of recreational facilities. A potentially large source of disadvantaged persons can be located in two different age categories. The 18,576 youths between 16 and 21 years of age and the 54,313 persons 45 years of age or older (according to 1970 U.S. Census) will fit the described definition when both poor and lacking suitable employment. The disadvantaged among the younger groups usually face limited employment opportunities because of inadequate job skills and work experience, and an insufficient educational background. The futile job searching endeavors often result in idleness and discontent. Outmoded skills and educational deficiencies plague many older residents. The despondency that pervades these elderly persons is the result of their apparent rejection by society.

Jobs held by poor family heads tend to be concentrated in the low-skilled, low-paid occupations. Female workers are frequently employed in such lower paying industries as leather, apparel, electrical machinery, trade and services. The average weekly pay of leather workers in November 1973 was a paltry \$122.22. Meager wage compensation forces employed family heads into poverty status. The larger the family the more arduous the task of eschewing the poverty stigma, as a higher level of income must be attained (a nonfarm family of eight must have an annual family income in excess of \$7,100).

Estimates based on welfare statistics reveal that approximately 900 persons receiving cash welfare payments will require employment-related assistance during fiscal year 1975. These welfare recipients (many of whom are AFDC mothers) will be potentially employable under WIN.

It is anticipated that 500 youths will become school drop-outs during fiscal year 1975. Many of the drop-outs will seek employment-related assistance at some time during the fiscal year while others who initially secure employment will eventually seek assistance at some latter date. The number of drop-outs expected to eventually return to school is nominal.

8. Characteristics of Individuals Other Than the Disadvantaged in The Universe of Need for Manpower Services

Approximately 23,500 nondisadvantaged individuals will be in need of manpower-related assistance during fiscal year 1975. The disadvantaged will be split among those in near-poverty (5,800), "other nonpoor" (17,000), and "other poor" (700).

Many nondisadvantaged are involved in seasonal industries. Dire winter weather conditions bring a general slowdown to most outdoor activities. Between the months of December and March, numerous construction workers will require assistance in locating temporary or part-time work. Once the inclement weather abates they can resume their regular employment.

Seasonal factors also limit the employment opportunities of trade and service workers. The plethora of students seeking jobs during school vacations can inundate the local job market. Of more concern are the out-of-school youths (both graduate and drop-outs) whose inadequate skills or insufficient education can preclude year-round employment opportunities. Many students, housewives, and retired persons seek work between late autumn and Christmas. The flexible hours and the availability of part-time positions often loom attractive. Trade workers are on tenuous ground, however, when trying to obtain employment during the torpid January to March interval. This period can be most critical to elderly female workers who require regular part-time jobs and to women whose income is needed to supplement that of the male head of the family.

Various and sundry nondisadvantaged workers involved in fluctuating manufacturing industries such as leather, apparel, textiles, and electrical machinery, will be in need of manpower assistance. The decline in the local shoe industry and the advent of automation, has caused a forced obsolescence among many older workers. Styling and seasonal changes make short workweeks and intermittent layoffs commonplace in the needle trades. These workers (mostly women) come to expect unemployment compensation as a supplement to their regular income. Persons displaced from declining or closing apparel firms can often find employment with actively operating firms, but many older workers will need assistance in securing new work.

Approximately 1,200 of the estimated 2,600 veterans requiring manpower services during fiscal year 1975 will be of the Vietnam-era. These persons for the most part will be veterans discharged in the last few years who lack the specialized job skills and training to secure steady and worthwhile jobs.

9. Barriers to Employment

Lack of Suitable Job Openings A dearth of desirable job openings is a major obstacle to employment in the Brockton SMSA. Despite the numerous job orders on file at the local DES office, applicants often find that the jobs do not fit their wants and needs. Conversely, desirable positions frequently remain unfilled because the applicants do not possess the necessary qualifications. Job openings should be created which better match the abilities and desires of the potential applicant.

Skills Many disadvantaged persons are concentrated in declining occupational areas in which limited employment opportunities exist. These unskilled workers are stifled by their inability to adapt to the shifts in demand for various skills. The high school graduates with the lowest skill levels and little advanced education, are most predominant in the regional labor force. Individuals with the more proficient skills and advanced training tend to seek employment outside of the Brockton SMSA. Vocational training and adult education can afford the unskilled individual the opportunity to secure a meaningful job.

Language Language problems afflict many Spanish-speaking residents of the Brockton SMSA. An inability to communicate effectively in English can prove to be an insurmountable barrier in competing for worthwhile jobs. Although many Spanish-speaking persons do secure employment it is usually the low-paying menial jobs that other workers deem unacceptable. The rapid growth of the Spanish community in recent years has not abated. The city's Spanish center, the Asociacion San Martin de Porres, conducts several English language classes to help ease the transition for the adult members of the community. More concerted efforts of this nature must be developed to assimilate these persons into the mainstream of community life.

Transportation The lack of an adequate public transportation system poses a further burden to employment for the low and middle income residents who have no means of private transportation. The situation is compounded by the fact that many lucrative jobs are situated at inaccessible locations. The qualified applicant who does not possess his own mode of transportation must forsake these job opportunities. Since the poor family often cannot afford the price of an automobile, competition is confined to the low-paying jobs within one's own locale. The current fuel crisis makes it exigent to expand the public transportation network.

Lack of Day-care Facilities There is an insufficient number of day-care centers for the children of Brockton's working mothers. The cost to low-income families of placing a child at one of the privately-owned centers is prohibitive. Adequate provisions must be made to free females from the care of children during working hours. The lure of decent paying jobs must then be evident in order to entice these women into the work force.

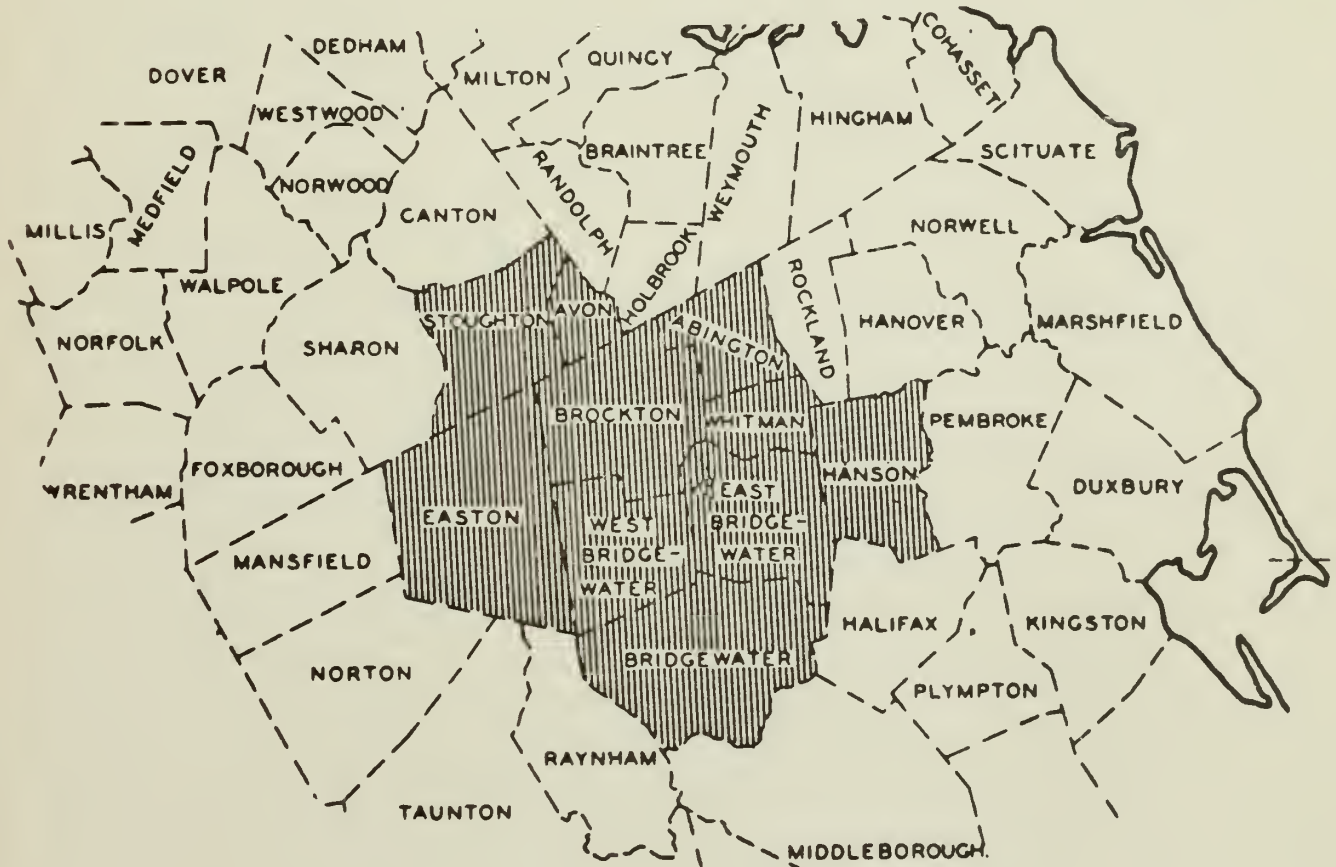
Drug Dependency and Alcoholism Drug and alcoholic related problems continue to pose a menace in the Brockton area. Although the hard drug problem has waned somewhat, drug-dependency still afflicts many youths. Chronic alcoholism is confined to an older population segment but presents similar obstacles to employment. Drug treatment programs and drop-in centers can serve a vital function in helping to salvage the drug-user or alcoholic before his potential productivity is exhausted.

Table 1

Universe of Need for Manpower Services
Fiscal Year 1975

State or Labor Area Brockton, Massachusetts SMSA Base Period Used Cy 1973

Item	Number of Individuals	
	Base Period	Planning Assumptions for FY 1975
	I	II
1. Total Universe of Need for Manpower Services (Number of different in year)	24,207	26,600
a. Poor	3,441	3,800
(1) Disadvantaged	2,819	3,100
(2) Other Poor	622	700
b. Nonpoor	20,766	22,800
(1) Near-Poverty	5,259	5,800
(2) All other Nonpoor	15,507	17,000
2. Unemployed and Underutilized Disadvantaged, Total	2,819	3,100
a. Unemployed	765	850
b. Underutilized	2,054	2,250
(1) Employed part-time for economic reasons	471	500
(2) Employed full-time but with family income at or below poverty level	769	850
(3) Not in labor force but should be	814	900
3. Total Number of Different Individuals Unemployed in Year	18,000	19,800



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ANNUAL MANPOWER PLANNING REPORT

Government Documents
Collection
LB 975

University of Massachusetts

JANUARY
1975

**BROCKTON
MASSACHUSETTS
SMSA**

THE COMMONWEALTH OF MASSACHUSETTS
DIVISION OF EMPLOYMENT SECURITY
JOHN D. CROSIER, DIRECTOR
AFFILIATED WITH MANPOWER ADMINISTRATION
U.S. DEPARTMENT OF LABOR

ANNUAL MANPOWER PLANNING REPORT

STANDARD METROPOLITAN STATISTICAL AREA

BROCKTON, MASSACHUSETTS

FOR

PLANNING PURPOSES

IN FISCAL YEAR 1976

Prepared by:

Elliot A. Winer, Labor Market Economist

Research Department

Massachusetts Division of Employment Security

Charles F. Hurley Building

Government Center

Boston, Massachusetts 02114

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1. Highlights and Conclusions

The population of the Brockton SMSA jumped from 149,458 in 1960 to 189,820 in 1970 (+27.0 percent) according to the U.S. Census. The 22.3 percent population growth of the city of Brockton surpassed that of any other New England city. Each of the nine surrounding towns recorded a population boost of over 15.0 percent.

Nonagricultural wage and salary employment in the Brockton SMSA climbed from 59,100 in 1973 to 61,100 in 1974, the smallest gain in three years. The entire expansion was posted in the nonmanufacturing sector as factory employment stood at its 1973 level of 15,500.

Many of the close to 400 unfilled job openings on file at the Brockton DES office were low-paying positions requiring a minimal amount of skills. Nearly one in three openings were clerical and sales related jobs.

Unemployment rose from 5,500 in 1973 to 6,400 in 1974. Unemployment as a percent of the civilian labor force jumped from 6.2 percent to 6.9 percent.

It is projected that 34,315 persons in the Brockton SMSA will be in the "universe of need for manpower services" during fiscal year 1976. In the city of Brockton, 18,527 persons should require such services. The Brockton SMSA total will include 4,062 disadvantaged, 809 "other poor", 6,505 near-poverty, and 22,939 "other nonpoor". The disadvantaged will include 1,020 unemployed, 675 employed part-time for economic reasons, 875 employed full-time but with earnings which do not raise the family income above the poverty level, and 1,364 who are not in the labor force but should be.

The barriers to employment encountered by area job seekers include a lack of suitable job openings, limited job skills, language problems, transportation difficulties, a lack of day-care facilities, and drug-dependency and alcoholism.

2. Description of Area

a. Definition of Area

The Brockton Standard Metropolitan Statistical area is located in South-eastern Massachusetts. It is comprised of the city of Brockton, and the towns of Abington, Bridgewater, East Bridgewater, Hanson, West Bridgewater, and Whitman in Plymouth county, the town of Easton in Bristol county, and the towns of Avon and Stoughton in Norfolk county. The Brockton SMSA is bordered on the north and the east by the towns of the Boston SMSA.

b. Economic Developments and Outlook

The Brockton SMSA remained in a "D" labor supply category throughout 1974. The Department of Labor classifies the Brockton SMSA as a "D" area because of its substantial unemployment and an unemployment rate which falls between the 6.0 and 8.9 percent range.

The entire yearly growth in nonfarm employment was exerted in the nonmanufacturing segment. Total average manufacturing employment remained at a standstill from one year ago. Jobrolls plummeted at many firms during the last half of 1974 as the national recession really began to take its toll.

The nonmanufacturing sector continued to expand but at a reduced rate from that of recent years. The 2,000 new nonfactory jobs, however, were not enough to satisfy the demands of a booming population. Despite a rise of 3,900 in the civilian labor force, job development did not keep pace with expanding population, as the unemployment rolls numbered an additional 900 persons. The problem is more clearly manifested when comparing mid-December 1973 and mid-December 1974 figures. The civilian labor force rose by only 2,700 with two-thirds of the increase (1,800) accounted for by escalating unemployment. New local employment opportunities were minimal, while competition was almost as fierce in the neighboring greater Boston market.

An economic recovery is not anticipated through the first half of 1975. Recent trends indicate that the downturn has not yet bottomed out. Any significant recovery during the latter part of 1975 will be greatly interrelated with developments in both the national and regional economy. One positive note, however, would be the four-phase plan to revitalize the downtown business district. The complete \$30 million project could have an immeasurable impact upon the area. It has been projected that the project could result in 2,500 new jobs, generate several million dollars in income, provide a generous tax saving to each Brockton resident, and refurbish a deteriorating downtown area. The initial phase of the project would provide for the construction of a six-level parking garage with office space above it. The sagging construction industry would be boosted with the augmenting of 300 new jobs.

Civilian Labor Force, Employment, Unemployment
and Unemployment Rate
Brockton, Massachusetts SMSA
1970-1974
(in 000's)

Month	Civilian Labor Force	Employment*	Unemployment	Unemployment Rate
1970	78.4	75.1	3.3	4.2
1971	80.4	75.7	4.7	5.8
1972	82.9	78.7	4.2	5.1
1973	88.4	82.9	5.5	6.2
1974				
January	90.8	84.2	6.6	7.3
February	90.5	83.9	6.6	7.3
March	90.9	84.3	6.6	7.3
April	92.1	86.1	6.0	6.5
May	92.0	86.3	5.7	6.2
June	93.4	86.9	6.5	7.0
July	91.0	84.1	6.9	7.6
August	92.6	86.6	6.0	6.5
September	92.5	86.7	5.8	6.3
October	93.4	87.6	5.8	6.2
November	93.7	87.1	6.6	7.0
December	94.6	87.0	7.6	8.0
Average	92.3	85.9	6.4	6.9

* Includes labor-management disputes

c. Population and Labor Force Characteristics and Trends

According to the 1970 U.S. Census, the population of the Brockton SMSA jumped from 149,458 in 1960 to 189,820 in 1970 (+27.0 percent). The non-white population during this same interval sprung up from 2,058 in 1960 to 3,956 in 1970 (92.2 percent). When the 1,235 persons of Spanish language are added to the nonwhite population, the SMSA tallies a minority group count of 5,191 persons, accounting for 2.7 percent of the entire area population. Females outnumber males in the Brockton SMSA by 5,246 (97,533 to 92,287). The 15-19 year old age group represented the largest percentage increase (56.9 percent) while the under five year old age group accounted for the smallest population shift (6.6 percent). The unrestrained population growth since 1970 contributes to the inflation of unemployment rolls, as a lack of viable industry exists which can absorb the surplus.

The population of the city of Brockton moved from 72,813 in 1960 to 89,040 in 1970 (+22.3 percent), representing the largest growth of any New England city. The Stonehill College office of Community Research recently completed a study of ten different methods for determining the population of the city of Brockton. The estimates ranged from 96,457 to 104,967 with a mean average of 101,109. Brockton was the tenth ranking city in Massachusetts according to the 1970 census. Every town in the Brockton SMSA had surpassed the rate of growth for the state (10.5 percent) and the nation (13.3 percent). The population leap of the nine towns ranged from 15.1 percent in Bridgewater to 63.6 percent in Whitman.

Population Trends 1960-1970
Brockton, Massachusetts SMSA

	U.S. Census 1970	U.S. Census 1960	Percent Increase 1960-1970
Brockton SMSA - Total	189,820	149,458	27.0
Abington	12,334	10,607	16.3
Avon	5,295	4,301	23.1
Bridgewater	11,829	10,276	15.1
Brockton	89,040	72,813	22.3
East Bridgewater	8,347	6,139	36.0
Easton	12,157	9,078	33.9
Hanson	7,148	4,370	63.6
Stoughton	23,459	16,328	43.7
West Bridgewater	7,152	5,061	41.3
Whitman	13,059	10,485	24.5
State Population	5,689,170	5,148,578	10.5
U.S. Population	203,185,000	179,323,175	13.3

Brockton, Massachusetts SMSA
Population Breakdown According to Race,
Age Group, Sex and Ethnic Distribution
1960-1970

	U.S. Census 1960	U.S. Census 1970	Percent Increase 1960-1970
Total Population	149,458	189,820	27.0
Race			
White	147,400	185,864	26.1
Nonwhite	2,058	3,956	92.2
(Black)	(1,806)	(3,260)	(80.5)
(Other)	(252)	(696)	(176.2)
Age Group			
Under 5	17,828	19,003	6.6
5-14	28,521	40,763	42.9
15-19	10,418	16,342	56.9
20-64	76,413	95,932	25.5
65 and over	16,278	17,783	9.2
Sex			
Male	73,391	92,287	25.7
Female	76,067	97,533	28.2
Ethnic Distribution			
Total Foreign Stock	50,402	50,414	0.02
Partial Breakdown			
Canada	12,171	11,855	- 2.6
Italy	7,456	7,224	- 3.1
Ireland	5,966	5,447	- 8.7
United Kingdom	4,787	4,077	-14.8
Sweden	3,851	2,773	-28.0
Poland	2,289	2,070	- 9.6
Portugal	2,283	xx	xx
U.S.S.R.	2,109	2,381	12.9
Germany	1,037	1,293	24.7
Persons of Spanish Language	xx	1,235	xx

3. Employment Development and Outlook by Industry

Nonfarm wage and salary employment in the Brockton SMSA advanced from 59,100 in 1973 to 61,100 in 1974 (+3.4 percent). Ten years ago, nonagricultural employment stood at only 43,000. Job gains have been registered each year during the past decade. The actual yearly upswing, however, has been the smallest since the nominal gain of 400 workers between 1970 and 1971. The inexorable rise in nonmanufacturing jobrolls is accentuated when comparing the 26,900 workers of 1964 with the 45,600 (+69.5 percent) of 1974. Although the 2,000-worker increase since 1973 accounted for the entire nonfarm increase, the nonfactory expansion was at a reduced rate from the prior year. Conversely, factory doldrums have played havoc with the manufacturing sector. Factory employment stood at 16,100 in 1964, quickly reaching its apex of 18,100 in 1966 and 1967. By 1971, a work force erosion had depressed manufacturing jobrolls to its nadir (14,900). The job attrition finally abated in 1972 (15,100) and edged ahead to 15,500 in 1973. During 1974, average annual factory employment stagnated at the 15,500 level. Adverse developments during the latter part of 1974 indicate that the current recession has not yet bottomed out. Employment dipped from 15,800 at mid-August to 14,900 at mid-December.

Although durable goods exerted a 500-worker jump from 1973, the upturn in the latter part of 1973 and first half of 1974, was offset in late 1974 by cutbacks at various and sundry firms. Postive developments in the electrical component segment boosted electrical machinery employment close to 1,900 by mid-June 1974. A trend reversal beginning in the summer of 1974, caused employment to sink by approximately 400 at year's end. A major layoff at one component firm was attributed to a general industry slowdown. Overloaded inventories are prevalent throughout the electronics industry and this situation should persist for some time. Job losses of lesser magnitude were recorded during the latter half of 1974 in the non-electrical machinery, fabricated metal, and instrument segments, with a lack of incoming orders the prime cause. The General Dynamics Inc. in Quincy, although not part of the Brockton SMSA, employs an inordinate share of area residents. Employment at the Shipyard is over 4,000 and company officials expect job totals to reach 5,000 by next year and stabilize at 5,500 by the following year. Work is proceeding on two of the eight contracted liquified natural gas tankers. Employment levels had shrunk to 2,400 at mid-September 1973 after reaching a pinnacle of 8,000 in 1970.

Nondurable goods employment has plummeted each year since 1966 (12,400). Average annual employment numbered 8,800 in 1974, down 500 from 1973.

Despite an almost continuous decline during the past decade, the leather and leather products industry remains as the leading soft goods employer. Employment slipped from 3,200 to 3,100 between 1973 and 1974, but numbered 5,700 ten years ago. The crippling factory closings of early 1971 have left a permanent scar on the shoe industry. The ranks of leather workers were depleted by 1,000 between 1970 and 1971 alone. Foreign imports have jeopardized the industry's competitive position. The local shoe industry has already lost out on the low-priced footwear business. An unwillingness to plow back profits into research and equipment has permeated the industry in recent years. Future survival will depend upon modernizing equipment, diversifying product lines, and a better forecasting of changing styles. One shoe company consolidated its two plants with some workers opting to retire instead of switching jobs. A smaller firm folded in early 1975. While some shoe companies are fighting to hold the line, a number of specialty shoe firms have been highly successful. Most of the "other nondurable goods" decline was reflected in the rubber and plastics industry. The plastics industry has been adversely affected by the high cost of their petroleum based products, resulting in a scattering of layoffs. A major manufacturer of rubber products for the shoe industry has laid off over 200 workers during late 1974. The company could shortly cease production, with the consequential loss of 100 more jobs. Erratic styling changes and the general vicissitudes of the industry are responsible for sporadic layoffs within the garment industry. Needle trade employment is off slightly from one year ago, primarily the result of a plant closing during March of 1974.

All phases of nonmanufacturing except finance, insurance, and real estate, witnessed a yearly growth. Nearly half of the 2,000 worker gain was recorded in the wholesale and retail trade segment (+900), with 400 more workers being added to service payrolls. The trade and service segments continue to expand in response to the bulging area population. Construction activity during the past summer helped to boost area jobrolls. A late-year building trade slowdown was caused by high interest rates and the unavailability of mortgage money.

Brockton, Massachusetts SMSA
Nonagricultural Wage and Salary Employment Annual Average 1964-1974
(in 000's)

Item	1964	1965	1966	1967	1968	1969	1970	1971	1972	1973	1974
Nonagricultural Wage and Salary#	43.0	45.3	47.8	49.0	50.6	52.3	53.2	53.6	56.0	59.1	61.1
Manufacturing - Total	16.1	16.8	18.1	18.1	17.6	17.6	16.4	14.9	15.1	15.5	15.5
Durable Goods	4.7	5.0	5.7	5.8	5.9	6.2	5.5	5.1	5.5	6.2	6.7
Nondurable Goods	11.4	11.8	12.4	12.3	11.7	11.4	10.9	9.8	9.6	9.3	8.8
Leather and Leather Products	5.7	5.8	5.9	5.7	5.4	5.0	4.5	3.7	3.4	3.2	3.1
Other Nondurable Goods	5.7	6.0	6.5	6.6	6.3	6.4	6.4	6.1	6.2	6.1	5.7
Nonmanufacturing - Total	26.9	28.5	29.7	30.9	33.0	34.7	36.8	38.7	40.9	43.6	45.6
Contract Construction	1.9	2.0	2.1	1.8	2.0	2.1	2.3	2.4	2.5	2.7	2.9
Trans., Comm., and Utilities	2.7	2.9	2.9	3.1	3.1	3.4	3.8	3.9	4.0	4.3	4.5
Wholesale and Retail Trade	10.0	10.7	11.2	11.5	12.1	12.7	13.0	13.8	14.8	16.0	16.9
Finance, Ins., and Real Estate	1.3	1.4	1.3	1.3	1.3	1.4	1.5	1.5	1.6	1.8	1.8
Services, Misc., Mining	4.7	4.9	5.3	5.8	6.7	7.2	7.7	7.9	8.4	9.0	9.4
Government	6.3	6.6	6.9	7.4	7.8	7.9	8.5	9.2	9.6	9.8	10.1
All Other Nonagricultural Employment ^{1/}	5.9	5.8	5.9	5.8	5.6	5.5	4.9	4.8	4.8	5.0	5.1
Agriculture	1.1	1.2	1.2	1.1	1.1	1.1	0.7	0.6	0.6	0.6	0.7
Persons Involved in Labor Disputes	0	0	0	0	0.1	0	0.1	0	0	0	0.2

Source: BLS Current Employment Series

^{1/} Nonagricultural self-employment, unpaid family workers and domestic workers in private households.

4. Employment Developments and Outlook by Occupation

A survey of Job Bank listings for the Brockton office area revealed a total of 383 job openings. A large number of positions offered \$3.00 an hour or less. More than one out of every three jobs (35.2 percent) had been listed for 30 days or more. These jobs are usually unskilled ones with low monetary compensation. The well-qualified applicant cannot be expected to accept employment, which is far beneath his capabilities. Likewise, the unskilled applicant will reject these jobs because either they do not provide for a liveable wage or the position is deemed to be a degrading one. The lesser number of skilled jobs remain unfilled because of a lack of experienced and qualified applicants or a pay scale that is far below the going rate.

Nearly one-third of all available openings (31.1 percent) were located in the clerical and sales field. Financially unattractive wage rates and competition from the Boston market leave many jobs unfilled. Numerous positions were available for salesmen, especially in the insurance industry. Unfilled clerical jobs were listed for secretaries, bookkeepers, and clerk typists.

A dearth of qualified applicants has resulted in an abundance of openings for machinists and machine operators. The majority of bench work occupations were for sewing machine operators in the garment and leather industries. A pitfall towards filling these jobs is the stigma of the "sweat shop" image which eschews many potential applicants. Low pay scales and limited advancement opportunities were a deterrent towards filling a modicum of job openings for security guards and night watchmen. A paucity of qualified applicants has left some openings for carpenters, welders, and sheet metal workers. The Quincy Shipyard is in desperate need of both welders and shipfitters.

Unfilled Job Openings
Brockton, Massachusetts SMSA
January 1974

DOT Code	Occupational Category	Unfilled Openings	
		Number	Percent
	Total All Occupations	383	100.0
0	Professional and Technical	36	9.4
1	Managerial	64	16.7
2	Clerical and Sales	119	31.1
3	Service	41	10.7
4	Farming, Fishing and Forestry	1	0.3
5	Processing	4	1.0
6	Machine Trades	47	12.3
7	Bench Work	30	7.8
8	Structural Work	22	5.7
9	Miscellaneous	19	5.0

5. Recent Trends in Unemployment

An average of 6,400 persons in the Brockton SMSA were unemployed during calendar year 1974. The average number of unemployed in 1973 stood at 5,500. The figure is not an indication of the total number of individuals unemployed during the year, it is construed as the average number of persons unemployed at any given time. Average unemployment is derived from a measurement of three factors; the number of different individuals unemployed, the number of spells of unemployment, and the duration of each spell of unemployment. Unemployment as a percent of the civilian labor force jumped from 6.2 percent in 1973 to 6.9 percent in 1974. A more lucid portrayal of the deteriorating economy is the change during the last quarter of 1974. The unemployment rate stood at 6.2 percent at mid-October, 7.0 percent at mid-November and 8.0 percent at mid-December. The upward thrust continued into 1975 as unemployment as a percent of the civilian labor force reached a staggering 10.2 percent at mid-January. Although winter jobless rolls are seasonally high, a comparison with the 7.3 percent rate of mid-January 1974 offers no solace.

A mid-December 1974 review of benefit payments to the totally unemployed revealed that 63.8 percent of the recipients at the Brockton DES office were male and 36.2 percent female. The relative proportion of recipients who last worked in manufacturing is on the upswing (33.8 percent). The largest share of manufacturing payments were issued to idled needle trade workers (7.3 percent). The garment workers were mostly females who were displaced because of either seasonal variations or economy-induced job layoffs. Idled leather workers accounted for 4.5 percent of all payments. The recipients from this stumbling industry were predominately older workers with obviated skills. Layoffs at one rubber firm contributed to the high percentage in the rubber and plastics segment (3.4 percent). Overloaded inventories in many hard goods firms have resulted in numerous layoffs in the electrical machinery (3.4 percent) and nonelectrical machinery industries (3.0 percent). Approximately two out of five recipients emanated from either wholesale and retail trade (20.7 percent) or construction (20.2 percent). The slump in the building trades has had a severe impact on many of the latter group. Checks issued to displaced service workers represented 11.8 percent of the total.

A sample survey revealed that 55.8 percent of the local office claimants from within the confines of the SMSA, resided in the city of Brockton. More than one out of four SMSA residents (27.5 percent) both lived and last worked in the city of Brockton. The number of SMSA residents who last worked outside of the area represented 39.2 percent of the total, with well over half having worked in the greater Boston area. Approximately one out of five local office claimants live outside the SMSA, with the bulk coming from the towns of Randolph and Rockland.

Benefit Payments
Brockton, Massachusetts SMSA
Week Ending December 21, 1974

Category	Percent of All Claims	Male	Female
Total	100.0	63.8	36.2
Manufacturing	33.8	50.6	49.4
Apparel & Related Products	(7.3)	(16.8)	(83.2)
Leather & Leather Products	(4.5)	(45.1)	(54.9)
Rubber and Plastics	(3.4)	(70.3)	(29.7)
Electrical Machinery	(3.4)	(35.9)	(64.1)
Nonelectrical Machinery	(3.0)	(72.8)	(27.2)
All Other Manufacturing	(12.2)	(66.1)	(33.9)
Wholesale & Retail Trade	20.7	62.2	37.8
Construction	20.2	97.5	2.5
Services	11.8	45.5	54.5
All Other Nonmanufacturing	13.5	64.6	35.4

Distribution of Local Office Claimants by
Place of Residence and Place of Last Employment
Week Ending December 21, 1974

Place of Residence	Place of Work		
	City of Brockton	Rest of SMSA	Outside of SMSA
City of Brockton	27.5	6.1	22.2
Rest of SMSA	8.1	19.1	17.0

6. Universe of Need for Manpower Services

The "Universe of Need for Manpower Services" as defined by the Manpower Administration of the U.S. Department of Labor, represents the total number of unemployed and underutilized persons who will require employment-related assistance during the target year. The total is sub-divided into disadvantaged individuals, "other poor" persons not classified as disadvantaged, individuals in near poverty, and "all other nonpoor" persons.

The "Universe of Need" for fiscal year 1976 indicates that 34,315 persons in the Brockton SMSA will be in need of employment-related assistance at some time during the fiscal year. Burgeoning unemployment rolls coupled with the continued influx of new residents has resulted in a projection well above the 26,600 persons that were originally estimated for fiscal year 1975. In the city of Brockton alone, 18,527 persons are expected to require manpower services.

The 4,871 poor persons in the Brockton SMSA will constitute 14.2 percent of all persons requiring employment-related assistance. Nearly 85 percent of the poor (4,062) will be classified as disadvantaged. According to Manpower Administration definition, the term disadvantaged is applied to a poor person or member of a poor family (annual income for a nonfarm family of four not in excess of \$5,050), who does not have suitable employment and fits at least one of the following categories: under 22 years of age; 45 years of age or older; a school dropout; handicapped; or, subject to special obstacles to employment (such as, being a member of a minority group). Assistance will be required for 809 "other poor" individuals who do not meet the criteria of the disadvantaged. There will be 2,402 disadvantaged persons and 417 "other poor" persons in the city of Brockton who will require manpower services. The 29,444 individuals in the nonpoor category will include 6,505 who are in near-poverty and 22,939 "other nonpoor". Persons at the near-poverty level requiring employment-related assistance are members of families whose income surpasses the designated poverty level but falls short of the level designated for the nonpoor. The "other nonpoor" should represent 66.8 percent of the total "universe of need". These individuals are members of families with incomes above the near-poverty level, but who may require employment-related assistance during the fiscal year because they are either unemployed or underutilized. The number of near-poverty and all "other nonpoor" in the city of Brockton should reach 3,448 and 12,260 respectively.

An analysis of Employment Security Automated Reporting System (ESARS) data as of December 31, 1974, revealed that 61.7 percent of the job applicants on file at the Brockton DES office were male and 38.3 percent female. Youths under 22 years of age represented 20.4 percent of the active applicants, while persons 45 years of age and older accounted for 18.6 percent. More than half of the persons were listed as poor (51.2 percent), with 71.1 percent of that total being categorized as disadvantaged. Minority group members represented 7.6 percent of all applicants. Veterans constituted 28.9 percent of all active job applicants with slightly more than half being from the Vietnam-era.

Plan of Service Manpower Data Summary
Brockton, Massachusetts SMSA

Base Period Used CY 1974

For Fiscal Year 1976

Item	Number of Individuals	
	Brockton SMSA	City of Brockton
1. Total Civilian Population (as of 1970 U.S. Census)	189,820	89,040
a. <u>Age Distribution:</u>		
16 through 21 years	18,576	7,722
22 through 44 years	53,655	25,352
45 years and over	54,313	27,320
b. <u>Members of Minority - Total</u>	5,191	3,461
16 years and over	3,129	1,890
2. Total Civilian Labor Force (12 month average for year ending CY 1974)	93,200	44,700
a. Employed, Total (12 month average)	85,900	40,800
(1) Nonfarm Wage and Salary Workers	61,200	29,000
b. Unemployed (12 month average)	7,300	3,900
(1) Unemployment Rate	7.8	8.7
3. Universe of Need for Manpower Services for Fiscal Year Ending 1976 (Number of different individuals in year)	34,315	18,527
a. Poor	4,871	2,819
(1) Disadvantaged	4,062	2,402
(2) Other Poor	809	417
b. Non-Poor	29,444	15,708
(1) Near-poverty	6,505	3,448
(2) All Other Non- poor	22,939	12,260
4. Unemployed & Underutilized Disadvantaged: by Category	3,934	2,402
a. Unemployed	1,020	612
b. Underutilized	2,914	1,790
(1) Employed part-time for economic reasons	675	329
(2) Employed full-time, but with family income at or below poverty level	875	511
(3) Not in labor force but should be	1,364	950
5. Welfare Recipients	3,000	2,300
6. Estimated School Dropouts (Forecast period)	750	350
7. Estimated Number of Veterans Needing Man- power Services (Forecast period)	3,800	2,300
a. Number of Vietnam-Era Veterans Needing Manpower Services (Forecast period)	2,300	1,400
8. Estimated Number of Minorities needing Manpower Services	2,400	1,800
9. Total Number of Different Individuals Unemployed During the Year	27,000	14,400

7. Characteristics of the Disadvantaged

More than 25 percent (1,020) of the 3,934 disadvantaged persons in the Brockton SMSA will be totally unemployed during fiscal year 1976. The remaining 2,914 disadvantaged will be classified among one of three categories of underutilized. There will be 675 workers employed part-time for economic reasons (less than 35 hours per week). An additional 875 workers will be employed full-time, but with family income at or below poverty level. The remaining 1,364 individuals will not be in the labor force but should be, assuming that certain barriers to employment can be removed. The number of persons in the latter group are rising rapidly due to the growing disenchantment with the poor economy. A large number of persons have abandoned looking for work because they either believe no work is available in their field or they have unsuccessfully sought work in the recent past. In the city of Brockton, 612 of the 2,402 disadvantaged workers will be unemployed and 1,790 underutilized. There will be 329 persons employed part-time for economic reasons, 511 employed full-time but with family income at or below poverty level, and 950 not in the labor force but should be.

The jobs held by poor family heads tend to be concentrated in the low-skilled occupations. The relatively low wage compensation forces these employed family heads into poverty status. A large family finds it more arduous to escape the poverty stigma since a much higher income level must be attained (a nonfarm family of eight must have an annual family income in excess of \$8,330). According to Manpower Administration definition, any poor minority group member without suitable employment is characterized as disadvantaged. A disproportionately large percentage of the approximate 5,000 Brockton SMSA minority population meet this criterion. These individuals are frequently concentrated in the core city area. They are beset with problems of high unemployment, low income, insufficient schooling, substandard housing, and a scarcity of recreational facilities. Black unemployment generally differs from white unemployment not so much in regards to the duration of unemployment but more in the number of spells of unemployment and the number of persons actually experiencing unemployment. The majority of blacks have jobs in secondary labor markets, which are characterized by meager wages, poor promotional opportunities, and high quit and layoff rates.

According to the 1970 U.S. Census, 18,576 persons in the Brockton SMSA were between 16 and 21 years of age and 54,313 persons were 45 years of age and older. Members of these two age groups can fit the definition of disadvantaged when they are both poor and lacking suitable employment. Disadvantaged members of the younger group are usually limited in job skills and work experience, and often lack a satisfactory record of educational attainment. They frequently switch from one job to the next in search of adequate employment. The older disadvantaged are often hindered by outmoded skills and an educational deficiency.

During fiscal year 1976 it is expected that employment-related assistance will be furnished to 3,000 welfare recipients. This group will include many AFDC mothers who will be potentially employable under WIN as well as general relief recipients deemed employable.

An estimated 750 youths in the Brockton SMSA will become school dropouts during fiscal year 1976 with only a small percentage expected to return to school at some future date. Many of the dropouts will seek employment-related assistance at some time during the fiscal year while others who do secure employment will become dissatisfied with their jobs and eventually seek assistance.

8. Characteristics of Individuals Other Than the Disadvantaged in the Universe of Need for Manpower Services

An estimated 30,253 nondisadvantaged individuals will require manpower-related assistance during fiscal year 1976. The "other poor" category will number only 809 persons, while 6,505 will be categorized as near-poverty and 22,939 as "other nonpoor".

Many nondisadvantaged workers are involved in fluctuating industries such as leather, apparel, textiles, and electrical machinery. The decline in the shoe industry and the advent of automation has caused a forced obsolescence among many older workers. Styling and seasonal changes make short workweeks and intermittent layoffs the norm in the needle trades. Many female garment workers come to expect unemployment compensation as a supplement to their regular income. Those displaced workers who cannot secure employment with other firms, will require assistance in locating new jobs.

Numerous construction workers require assistance in locating temporary or part-time work during the winter months. The inclement weather precludes much outdoor activity within the construction trades. Many workers though, prefer to collect unemployment compensation during the winter season. The current slump in the building trades, however, will force many more persons to seek employment assistance even during peak periods.

Seasonal factors also limit the employment opportunities of trade and service workers. Students may not be as fortunate in obtaining summer employment while other out-of-school youths may require assistance in securing year-round jobs because of inadequate skills and insufficient education. Students, housewives, and retired persons have employment opportunities during the pre-Christmas period, but the person in need of regular work often finds the job searching process to be futile during the first quarter of the calendar year.

Approximately 2,300 of the estimated 3,800 veterans requiring manpower services during fiscal year 1976 will be of the Vietnam-era. These persons will mostly be veterans discharged in the last half dozen years, who lack the specialized job skills and training that is necessary to secure steady and worthwhile jobs.

Female workers are traditionally located in such dismal paying industries as trade, service, electrical machinery, apparel and leather. The \$119.02 average weekly earnings of leather workers in the Brockton SMSA in January 1975 contrasts sharply with the \$139.87 average manufacturing wage in the Brockton SMSA and the \$169.56 average manufacturing wage in the state. During the current depressed economy, many well educated women are unable to secure decent-paying and rewarding jobs. The married female job seeker is often forced to seek work in order to supplement the income of her underemployed or even unemployed husband.

9. Barriers to Employment

Lack of Suitable Job Openings. A dearth of desirable job openings is a major obstacle to employment in the Brockton SMSA. Despite the numerous job orders on file at the local DES office, applicants often find that the jobs do not fit their wants and needs. Conversely desirable positions frequently remain unfilled because the applicants do not possess the necessary qualifications. Job openings should be created which better match the abilities and desires of the potential applicant.

Skills. Disadvantaged persons are often concentrated in declining occupational areas in which limited employment opportunities exist. The unskilled workers are stifled by their inability to adapt to the shifts in demand for various skills. Individuals with limited education and high school graduates with the lowest skill levels are predominant in the regional work force. Adult education and job-oriented vocational training can afford the unskilled individual the opportunity to secure a meaningful job. Persons with more proficient skills and advanced training have frequently sought work outside of the Brockton SMSA.

Language. A large percentage of the 1,000 plus Spanish-speaking residents of the Brockton SMSA face the onus of overcoming language problems. The inability to communicate effectively in English hinders these persons in competing for worthwhile jobs. The employment that many newcomers are able to secure is all too often the low-paying menial jobs that other workers refuse to accept. The rapid growth of the Spanish community in recent years has not abated. Concerted efforts are needed to assimilate these persons into the mainstream of community life.

Transportation. Transportation difficulties pose a formidable problem to low and middle-income residents who have no means of private transportation. The qualified applicant must forego any lucrative jobs which are situated at locations inaccessible to public transportation. Since the poor family often cannot afford the price of an automobile, competition is confined to the low-paying jobs within one's own locale.

Lack of Day-Care Facilities. An insufficient number of day-care centers exist for the children of Brockton's working mothers. Provisions must be made to free these women from the care of children during working hours. Decent paying jobs must then be readily available to entice these women into accepting training and employment opportunities.

Drug Dependency and Alcoholism. Drug and alcoholic-related problems continue to afflict many Brockton area residents. While the hard drug problem has waned, drug-dependency still afflicts many youths. Chronic alcoholism is generally confined to an older population segment but presents similar obstacles to employment. Drug treatment programs and drop-in centers can serve the vital function of helping to salvage the drug-user or alcoholic before his potential productivity is exhausted.

Table 1
Universe of Need for Manpower Services
Fiscal Year 1976

Brockton SMSA

Base Period Used CY 1974

	Number of Individuals Planning Assumptions for FY 1976
1. Total Universe of Need for Manpower Services (Number of different individuals in year)	34,315
a. Poor	4,871
(1) Disadvantaged	4,062
(2) Other Poor	809
b. Nonpoor	29,444
(1) Near-Poverty	6,505
(2) All Other Nonpoor	22,939
2. Unemployed and Underutilized Disadvantaged, Total	3,934
a. Unemployed	1,020
b. Underutilized	2,914
(1) Employed part-time for economic reasons	675
(2) Employed full-time but with family income at or below poverty level	875
(3) Not in labor force but should be	1,364
3. Total Number of Different Individuals Unemployed in Year.	27,000

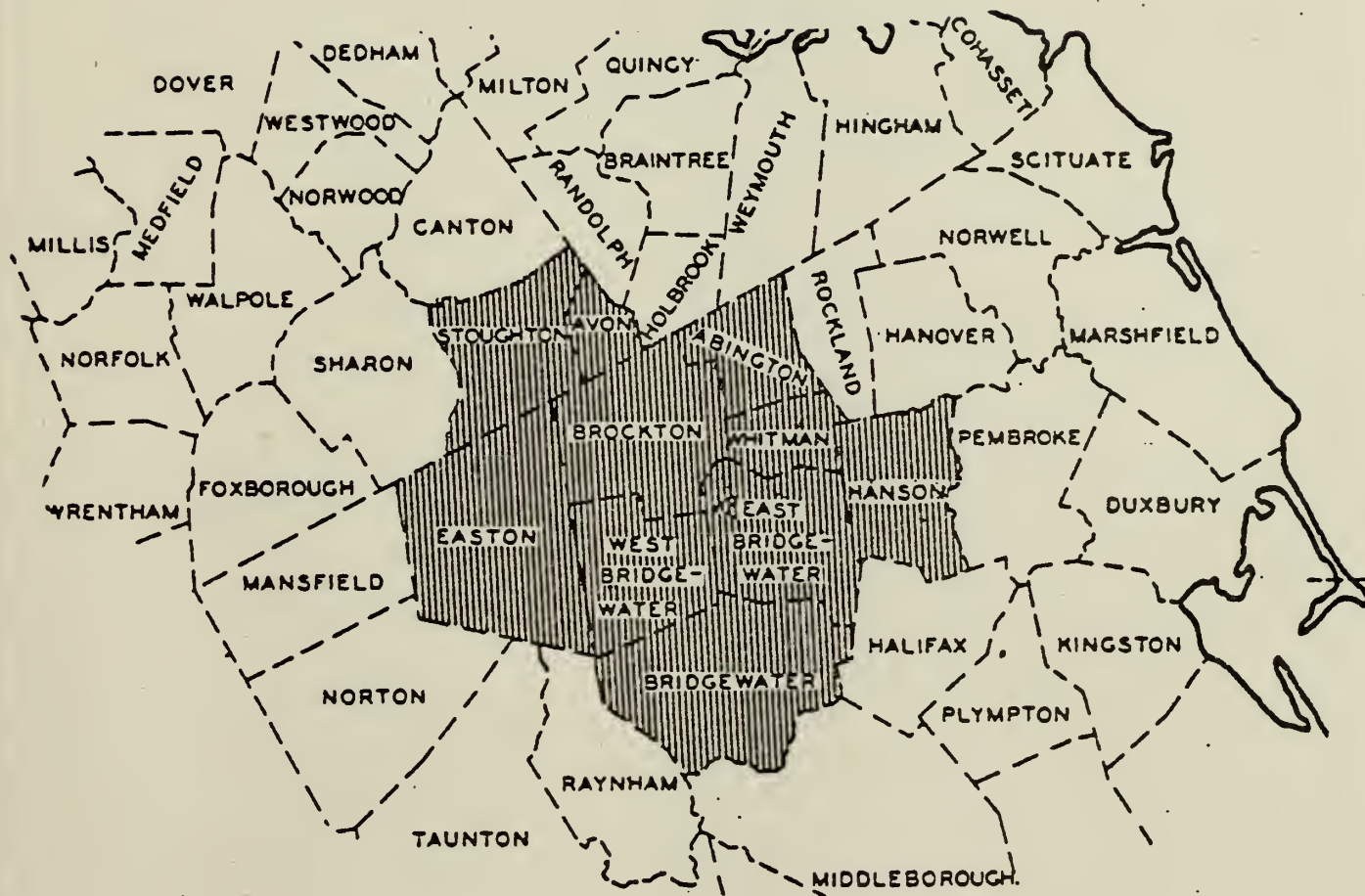
Table 1

Universe of Need for Manpower Services

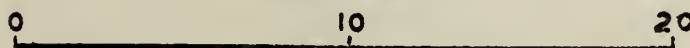
Fiscal Year 1976

City of BrocktonBase Period Used CY 1974

	Number of Individuals	
	Planning Assumptions for FY 1976	
1. Total Universe of Need for Manpower Services (Number of different individuals in year)		18,527
a. Poor		2,819
(1) Disadvantaged		2,402
(2) Other Poor		417
b. Nonpoor		15,708
(1) Near-Poverty		3,448
(2) All Other Nonpoor		12,260
2. Unemployed and Underutilized Disadvantaged, Total		2,402
a. Unemployed		612
b. Underutilized		1,790
(1) Employed part-time for economic reasons		329
(2) Employed full-time but with family income at or below poverty level		511
(3) Not in labor force but should be		950
3. Total Number of Different Individuals Unemployed in Year.		14,400



THE COMMONWEALTH OF MASSACHUSETTS
DEPARTMENT OF COMMERCE AND DEVELOPMENT
DIVISION OF PLANNING
SCALE IN MILES



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OCT 28 1990

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